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NAPA

2020

City of Napa General Plan

Policy Document

Adopted December 1, 1998

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December 1, 1998

Final EIR Certification: City Council Resolution 98-238
General Plan Adoption: City Council Resolution 98-239

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CITY OF NAPA GENERAL PLAN
POLICY DOCUMENT

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Amendment/Subject	City Council Resolution	Date
1. Increase FAR for Pod MU 487 to 0.7	R1999/60	4/6/99

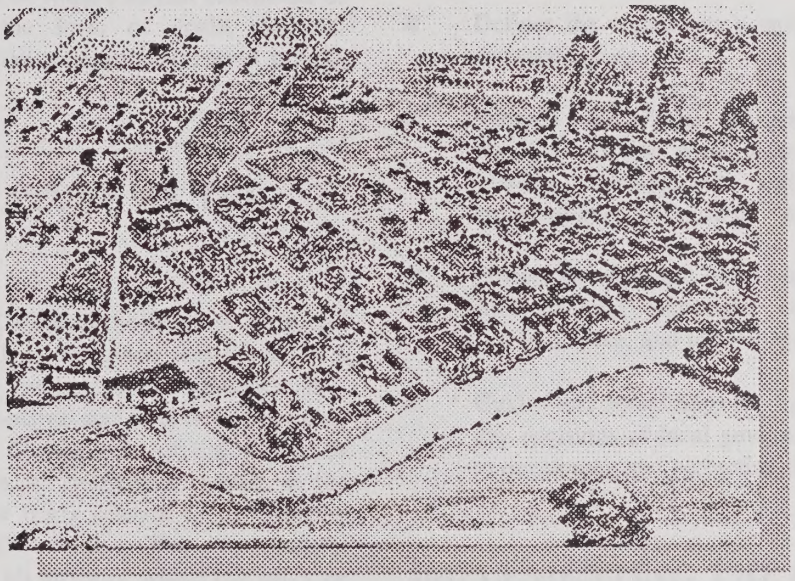
PREFACE

The City Council of the City of Napa adopted a comprehensive update of the 1982 General Plan on December 1, 1998. The General Plan, called *Envision Napa 2020*, consists of two documents: the Policy Document and the Background Report. The Draft Policy Document features goals, policies and implementation programs for each of the General Plan elements. The Background Report provides a description and detailed information on the existing conditions under each of the element categories and provides a basis for the policies and programs in the Policy Document. In addition to these two documents, a Final Environmental Impact Report (SCH # 95-03-3060) has been completed and certified, as required by CEQA, to examine the potential impacts that could result from the implementation of the General Plan Policies. The Final EIR is a Program level document that will be used for future tiering of environmental analysis as projects are implemented under this General Plan.

A Fiscal Analysis (August 1996) was also prepared to provide information on the economic feasibility of the physical and regulatory consequences of the General Plan policies.

This Policy Document and the Background Report represent the City's General Plan Document, *Envision Napa 2020.*

Introduction



INTRODUCTION

This General Plan, *Envision Napa 2020*, formalizes a long-term vision for the physical evolution of Napa and outlines policies, standards, and programs to guide day-to-day decisions concerning Napa's development through the year 2020. Designed to meet state general plan requirements, the General Plan consists of two documents: this *Policy Document* and a *Background Report*. The *Policy Document* presents the City of Napa's formal statements of General Plan policy in the form of goals, policies, standards, and implementation programs expressed in both text and diagrams.

PURPOSE AND NATURE OF THE GENERAL PLAN

Every city and county in California must adopt a general plan. A general plan is a legal document that serves as a community's "constitution" for land use and development. The plan must be *comprehensive* and *long-term*, outlining proposals for the physical development of the county or city, and any land outside its boundaries which in the planning agency's judgment bears relation to its planning (*Government Code* § 65300 *et seq.*) The plan must be comprehensive in covering all territory within the adopting jurisdiction, and it must be comprehensive in addressing all physical aspects of the community's development. While state law does not define "long-term", most general plans look 15 to 25 years into the future. Napa's General Plan uses a time frame of 2020.

State law specifically requires that the general plan address seven topics or "elements". These are land use, circulation, housing, conservation, open space, noise, and safety. The general plan may also address other topics the community feels are relevant to its development. For each topic addressed, the plan must analyze the significance of the issue in the community, set forth policy in text and diagrams, and outline specific programs for implementing these policies. The format and structure of the general plan are left to local discretion, but regardless of the format or issues addressed, all substantive parts of the plan must be consistent with one another.

Preparing, adopting and maintaining a general plan serves several important purposes:

- Provides citizens with information about their community and with opportunities to participate in setting goals and determining policies and standards for the community's development.
- Provides local decision makers and the community with a forum for resolving conflicts among competing interests and values.
- Expands the capacity of local government to analyze local and regional conditions and needs in order to respond effectively to the problems and opportunities facing the community.
- Defines the community's environmental, social, and economic goals.
- Records the local government's policies and standards for the maintenance and improvement of existing development and the location and characteristics of future development.
- Fosters coordination of community development and environmental protection activities among local, regional, state, and federal agencies.
- Guides and coordinates the many actions and day-to-day decisions of local government that are necessary to developing and protecting the community.

IMPLEMENTING THE GENERAL PLAN

Carrying out the plan following its adoption requires a multitude of individual actions and ongoing programs involving virtually every City department and many other public agencies and private organizations. The legal authority for these various actions and programs rest on two essential powers of local government: corporate and police powers. Using their "corporate power", local governments collect money through bonds, fees, facilities such as police and fire protection, streets, water systems, sewage disposal facilities, drainage facilities, and parks. Using their "police power", local governments regulate the use of property through zoning, subdivision, and building regulations in order "to promote the health, safety, and welfare of the public". The general plan provides the formal and legal framework for the exercise of these powers by local officials.

To ensure that the policies and proposals of the general plan are systematically implemented, state law since the early 1970s has increasingly insisted that the actions and decisions of each local government concerning both its own projects and the private projects it approves are consistent with its adopted general plan. The courts have supported and furthered this trend through their interpretations of state law. Zoning, local government approval of subdivisions, and local public works projects must be consistent with the general plan. The same is true for development agreements, redevelopment plans, specific plans, and many other plans and actions of cities and counties.

Revising and Amending the General Plan

A general plan is a long-term document with a planning horizon of 15 to 25 years. To achieve its purposes, the plan must be sufficiently flexible to adjust to changing conditions and at the same time specific in guiding day-to-day land use and development decisions. Over the years, conditions and community needs change and new opportunities arise; the plan needs to keep up with these changes. Every year the Planning Commission should review the plan's implementation programs to assess the City's progress in carrying out the plan. Periodically, the plan should be thoroughly reviewed and updated as necessary. From time to time, the City will entertain proposals for specific amendments to the plan. The City will initiate some of these proposals itself, but most will be initiated by property owners and developers.

Like the adoption of the general plan itself, general plan amendments are subject to environmental review, public notice, and hearing requirements and must not create inconsistencies with the rest of the plan.

Regional Setting

The City of Napa is a community of approximately 66,900 people (1996) located in the north part of the San Francisco Bay Area, a nine-county region of six million people. The city of Napa is the county seat. The city lies approximately four miles north of American Canyon and 20 miles north of Vallejo via Highway 29. The city of Sonoma lies 12 miles west via Highway 121. San Francisco and Oakland are approximately 50 miles south and west via Interstate 80. The Napa River runs through the middle of Napa. Figure 1 depicts Napa's general location within the region.

History of Land Use Planning in Napa

Today, the location, timing, and extent of land uses and supporting facilities are all subject to the public planning process. This has been true only relatively recently in the city's 150-year history, during most of which little thought was given to the potential community impacts of private land development decisions.

Early Napa

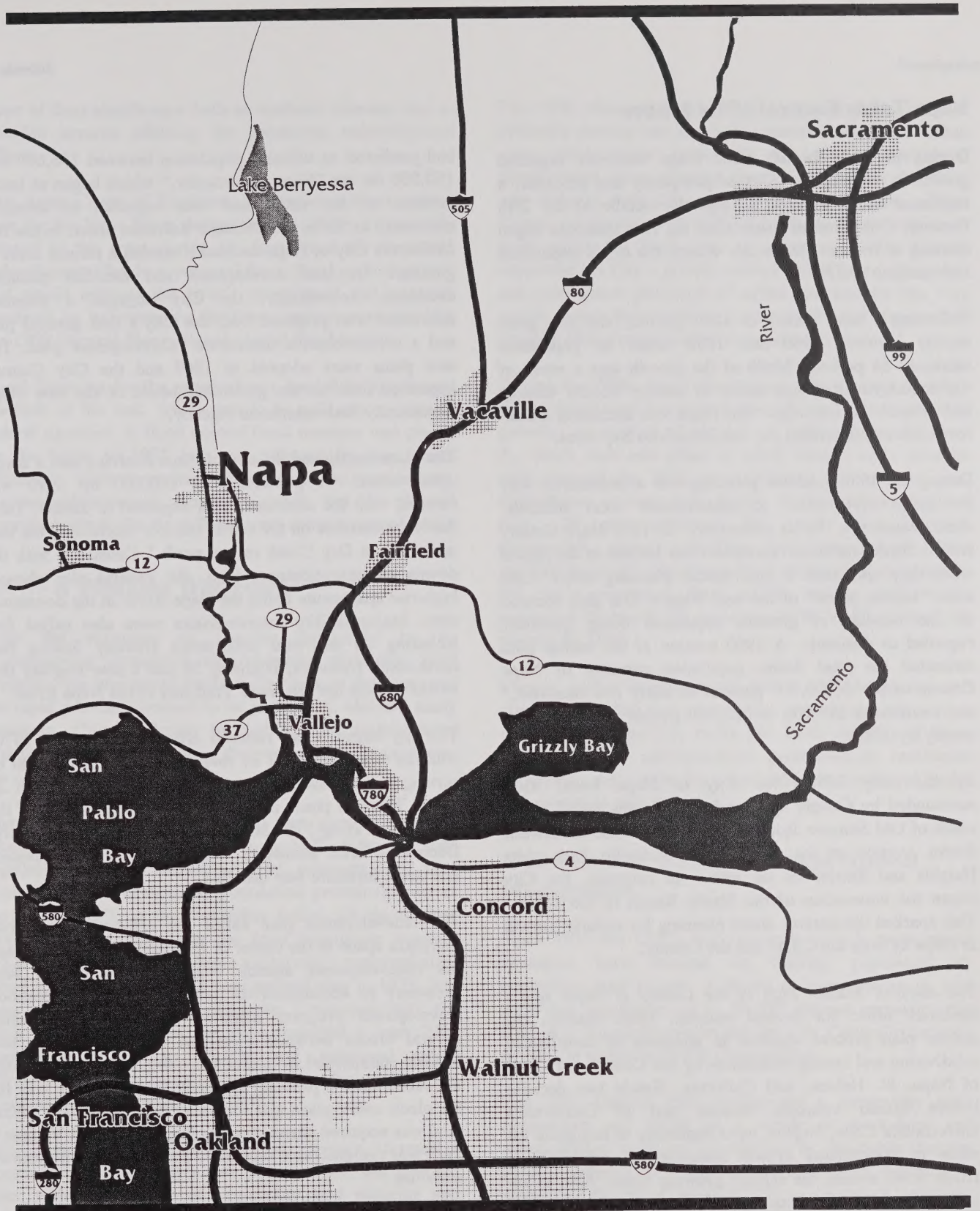
Nathan Coombs laid out the original townsite at the headwaters of the Napa River in 1848. A racing enthusiast and horse breeder, Coombs envisioned a resort that would provide accommodations for patrons of the racetrack he later constructed south of town. Once completed, the new track was never used for commercial purposes and Coombs' new town was not to become a tourist destination until over a century later.

River trade soon helped Napa City become a center of valley commerce. The city's population swelled from 159 in 1850 to nearly 3,500 in its first 30 years. Consumer goods from San Francisco were unloaded from river barges at the wharf located at the foot of Third Street. Agricultural products, timber from the valley's hills, and fine tanned leather were loaded for transport downriver.

River trade also turned the city into a "jumping off point" for miners seeking their fortunes in the silver and quicksilver mines to the north.

By the turn of the century, the once rough and ready wharf city was becoming "civilized" through the efforts of families who had become wealthy from tanning, mining, agriculture, and lumber operations. Napa boasted several fine hotels and a beautiful opera house in its bustling downtown. Vineyards and orchards had been planted during the mid-nineteenth century and the area was well known for its fine wines and brandies.

Some of the original wineries are still in operation and have been joined by over 200 more. Today, as the producer of a highly prized consumer product, Napa Valley's agricultural industry is more than simply a source of local employment. The wine industry has virtually become a local *raison d'etre*; reminders of wine production and its most important spinoff industry, tourism, extend south to the city of Napa.



City of Napa General Plan | Rgional.ds4 | 12/98

Figure 1

Regional Area

North

Legend:

- Watercourse
- Urban Area
- Roadway

1 Mile | 8 Miles | 24 Miles

0 | 4 Miles

While every effort has been made to insure the accuracy of the information shown on this page, the City of Napa assumes no responsibility for liability from any errors or omissions.

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Napa Takes Control of Its Future

During its early history most Napa residents regarded growth as a desirable index of prosperity and progress, a sentiment that continued through the middle of the 20th Century. One hundred years after the first steamers began docking at the new Napa city wharf, the city's population had reached 13,579.

Following a long period of slow growth, the city grew rapidly between 1940 and 1950 when its population increased 64 percent. Much of the growth was a result of war-industry-related operations in nearby Solano County and created the first signs that Napa was becoming a bedroom community within the San Francisco Bay Area.

During the 1950s, master planning was a fashionable way for progressive cities to demonstrate local officials' commitment to a "better tomorrow." In 1952 Napa County and its cities established themselves as leaders in the region when they undertook a joint master planning effort. Like most "master plans" of the era, Napa's first plan focused on the benefits of growth, expansion being generally regarded as desirable. A 1960 version of the master plan estimated the total future population capacity of Napa County to be "1,100,000 persons at fairly low densities," and envisioned 125,000 to 220,000 people residing in the county by 1990.

By the early 1950's the City of Napa found itself surrounded by County approved subdivisions on all sides: south of Old Sonoma Road, Pueblo Park to the northwest, Sierra Avenue on the north, and Monticello Park, Alta Heights and Shetler on the east. In response, the City began the annexation of the Stanly Ranch to the south. This sparked discussions about planning for orderly growth in Napa by both the Cities and the County.

The *Adopted Master Plan of the County of Napa* was a landmark effort for several reasons. Most notably, the master plan process resulted in adoption of coordinated subdivision and zoning ordinances by the County and Cities of Napa, St. Helena, and Calistoga. Nearly two decades before similar concepts became part of California's Government Code, Napans were beginning to recognize the value of coordinated growth management, especially in fringe areas around the rapidly growing cities. Also in advance of state requirements, the new master plan was adopted by the cities and county as the "official guide" and basis for all future land development and "precise plans adopted by law."

Early plans envisioned a future in which the city of Napa would become a full-scale urban center. The master plan had predicted an ultimate population between 136,000 and 150,000 for the "Napa Community," which began at Imola Avenue on the south and was expected to urbanize northward as far as the Orchard/ Salvador areas. In the late 1960s, the City of Napa decided it needed a refined level of guidance for land development and facilities planning decisions. Accordingly, the City engaged a planning consultant who prepared both the City's first general plan and a comprehensive downtown redevelopment plan. The new plans were adopted in 1969 and the City Council appointed itself as the governing board of the new Napa Community Redevelopment Agency.

The plans envisioned the city of Napa evolving into a major urban center. A population of 150,000 by 1990 was forecast with the urbanized area expected to extend "from the Napa marshes on the south, the low foothills to the east and west, to Dry Creek on the north." Consistent with the downtown redevelopment plan, the general plan showed high-rise apartments lining the Napa River in the downtown core. Major facility improvements were also called for, including an east-west cross-town freeway linking two north-south freeways, Highway 29 and a new freeway that would replace the Silverado Trail east of the Napa River.

The city began urban renewal efforts in the early 1970s with the expectation that its revitalized downtown would be serving a local market of over 150,000 people within 20 years. The first phase included streetscaping in front of the retail stores along First Street between Main and Seminary. Decorative brick sidewalks were laid, trees were planted, and street furniture was installed.

The redevelopment plan called for creation of a public use/plaza space in the center of the redevelopment area and the redevelopment agency began assembling the land necessary to accomplish the task. Federal Neighborhood Development Program moneys were used to demolish several blocks between First and Pearl streets. A few historic commercial structures were acquired (some through the condemnation process) and demolished to make way for the clock tower plaza and fountain. East of the new plaza, land was acquired adjacent to the Napa River and Veteran's Park was designed as a secondary focal point for downtown activities.

Creation of a Napa River linear park that would strongly reorient the downtown and other parts of the community to the river was a central concept of the City's 1969 General Plan. During building demolition for the new plaza and mall, the Napa Creek was uncovered. The confluence of the creek and Napa River in the downtown core raised the

issue of their significance both as aesthetic elements and as possible hazards affecting the downtown redevelopment effort.

The Army Corps of Engineers had begun a flood control plan for the Napa River during the late 1960s. Community interest in the river during the first phase of downtown redevelopment led to a proposal for a flood control project that would enhance the river's recreational and aesthetic functions by incorporating the linear parkway proposed by the 1969 General Plan with redesigned flood control.

Local financing for the proposal was needed to supplement the bulk of the cost, which was to be split among several federal agencies. A flood control bond measure was placed on the ballot in 1975 but was defeated by the voters. Ultimately, redevelopment funds were used to provide landscaping enhancements along the creek, but the planned improvements to the Napa River were never accomplished.

1975 - A Planning Watershed

With the exception of changes prescribed by its accompanying downtown redevelopment plan, the 1969 General Plan was never realized. Portions of the plan, and the rapid growth it seemed to be promoting, alarmed many residents. Citizens began to mobilize as neighborhood groups to oppose the changes that seemed to be looming on the city's horizon.

These groups began calling for a new general plan that would slow the city's growth rate. In 1973, following state legislation to allow advisory ballot measures, the City Council placed questions on population growth (known as the "plebiscite") on the November ballot. Of the choices available, the option with the least population increase (75,000) was selected by voters as the city's preferred size. The City Council adopted a new general plan in 1975, less than two years after the plebiscite. Consistent with the advisory ballot measure, the plan projected a year 2000 population of up to 75,000 and contained urban development within an urban growth boundary dubbed the Residential Urban Limit Line (RUL).

The State had established local agency formation commissions (LAFCOs) a few years earlier and charged them with coordination of city-county land planning and public utility service delivery. One of LAFCOs' primary tasks was establishment of a "sphere of influence" around existing cities. These spheres of influence were primarily intended to function as long term urban service boundaries and annexation areas for cities.

The 1975 General Plan's RUL expanded the sphere of influence concept into a growth control mechanism. Urban uses, which were principally low density residential development, were planned for the area within the RUL and included both city and unincorporated lands. Napa County cooperated with the City by requiring annexation of lands within the RUL prior to urbanization. The County supported the City's growth control efforts since annexation and subsequent provision of urban services by the City would ensure their maximum use and forestall the need to develop additional agricultural or resource land.

During the 1970s, Napa County was also engaged in public policy discussions focused on the potential impacts of rapid growth. As a result of passage of voter-initiated Measure A, which went into effect in 1980, county lands immediately beyond the RUL were planned for resource use, agriculture, or very low density residential development (e.g., 20 acre minimum lot sizes). The County's cooperative stance regarding land use helped focus population growth into the existing urban area. As a result, the city's population share of the county total, which accounted for barely 30 percent in 1950, reached nearly 60 percent by 1990.

Clearly, earlier attitudes about growth and development had changed. By the time significant growth control actions were taken by the City in the late 1970s the City of Napa saw itself as a self-contained, predominately residential community surrounded by a greenbelt of agricultural lands, and wanted to stay that way.

1982 - Growth Control Becomes Growth Management

Since 1975 the City's and County's growth management strategies have focused on limiting population by controlling land supply. A desire to accommodate a year 2000 city population up to 75,000 without expanding the RUL was the major reason for the City Council's decision in 1981 to update the 1975 General Plan.

The 1982 General Plan emphasized a community wide perspective and relied on a series of workshops and subcommittee meetings, in addition to the public hearing process required by law, to obtain community feedback. It envisioned the city of Napa in 2000 as a compact, relatively dense urban area surrounded by a greenbelt of agriculture and open space. The City Council chose this approach because it permitted continued urban growth -- stimulated by job growth in the manufacturing and services sectors -- while it minimized the loss of agricultural lands, environmental impacts, and service costs.

The 1982 plan reasserted the importance of the downtown as the county's primary retail and government center. Renewed commitment to downtown revitalization during the late 1970's had resulted in downtown redevelopment's second phase. The Napa Town Center project was designed and three downtown parking garages were constructed on cleared land.

The building demolitions associated with phase one had helped galvanize the city's budding historic preservation movement and phase two was unmarked by further demolitions of historically significant buildings. In fact, preservation had begun to be considered the preferred alternative in both the downtown and the historic neighborhoods surrounding it. In the mid 1970's the City Council created a Landmarks Preservation Advisory Board (later renamed the Cultural Heritage Commission) to provide project oversight and design assistance to landowners involved in historic rehabilitation. A historic district was created adjacent to the downtown and a survey of the city's historic structures was completed. Reflecting the community's growing concern about preserving the structural remnants of its colorful past, the City included a Historic Preservation Element in its 1982 General Plan update.

The City's 1982 General Plan not only incorporated the RUL (renamed the Rural Urban Limit) policies of its 1975 predecessor, it also reinstituted a yearly residential building permit limitation. The annual limit of 540 units (later revised to 512), was intended to pace the rate of growth so that the plan's "75,000 by the year 2000" population would not be exceeded. However, since the rate of housing production during the 1980s only averaged between 300 and 400 units per year, the plan's residential permit limit was never needed.

The 1982 General Plan designated the unincorporated areas beyond the RUL as "greenbelt", sending a message to the County that the City viewed the rural areas beyond its borders primarily as open space. As a way to further support the City's commitment to preservation of rural open space, the 1982 update added a "minimum density" provision to the plan's four residential plan map designations. It was felt nearby agricultural lands would be protected from premature development by requiring a minimum amount of use on available residential lands within the RUL.

The 1982 General Plan also raised housing densities in some areas. Higher housing densities were needed to avoid the necessity of expanding the city's RUL in order to accommodate 75,000 people. Densities were also raised to encourage the private sector to supply affordable housing. As a result, a large number of vacant properties were reclassified upward to Medium or High Density Residential (MR at 6-12 units per acre, and HR at 12-25 units per acre). This was expected to increase the supply of affordable housing by lowering per unit land costs.

However, despite the planned increase in future densities, the existing zoning of residential property remained unchanged. More intensive development was to be achieved through rezoning on a case by case basis, either through a single development application that included a zone change or through adopted specific plans.

Because the general plan describes long term objectives for land development, interim development below the minimum was allowed as long as certain conditions were met. Property that was zoned for less intensive use than the minimum prescribed by the General Plan could be developed in conformance with existing zoning as long as the site plan could accommodate additional housing units at some future date. Theoretically, when an area became "ripe" for more intensive development, additional units could be infilled on the site. It was expected that the plan's infill strategy would ultimately result in higher average densities throughout much of the city. It was also thought that the small scale character of the infill development process would make gradual increases in neighborhood densities almost unnoticeable.

As it turned out, the lot by lot infill process was very noticeable to neighborhood residents. The higher density infill provisions of the 1982 General Plan resulted in persistent neighborhood opposition to developments that proposed densities consistent with the new plan, or that could be infilled later. The potential for higher densities in residential areas near the RUL line was particularly bothersome. Coincidentally, these areas contained the largest tracts of undeveloped land, and were often viewed by residents more as buffers than as lands with significant development potential.

Eventually, the plan was partially updated in 1986 to include, among other changes, provisions for lowering residential densities below the minimum established by the plan. The result was that expected increases over time in average density did not occur. In 1980 the city was developed at a typical suburban density of about four units per acre, and remains at that level today.

Updating the 1982/86 General Plan

Difficulties implementing the 1982 plan made it clear that although the plan's goals of environmental protection and minimizing the loss of agricultural land through growth management remain valid, the plan's higher density infill strategy to achieve those goals is not acceptable to the community. Proposals to construct attached housing (e.g., townhomes, condominiums) in predominately single family neighborhoods have often generated strong opposition during the decade since the plan's adoption. Consequently, pressure to make fundamental changes in the General Plan began to mount, leading to a decision in late 1988 to undertake a comprehensive update.

Conflicts over the principal strategy of the 1982 plan were not the only reason the City decided a general plan update was in order. Conditions have changed since the plan's adoption and new state and federal requirements now have a bearing on the City's long-range decisions. The General Plan needed to be amended to address congestion management issues, new air quality standards, and the jobs/housing balance, and other issues. In addition, subsequent specific plans, facility master plans, and redevelopment plans must be consistent with the general plan, both in content and intent. Several of these plans have been prepared since the 1982 General Plan update and often include more recent demographic data, as well as policy refinements that reflect the evolution of community attitudes since the last major general plan update.

Changes in community attitudes can be seen in the studies and plans for downtown and the Napa River that have been prepared during the past decade. Recent plans have focused on the city's cultural heritage and the Napa River as an integral part of the city's identity. The activities of the Cultural Heritage Commission and other groups have fostered a growing awareness of the importance of both historic continuity and attention to urban design.

The Napa River again became a focus for planning efforts after a disastrous flood in 1986. Renewed public interest in flood control provided the impetus for federal recertification of the Army Corps of Engineers' Napa River flood control project. In addition to the flood control project, the City also initiated a Napa Riverfront Restoration Plan, Napa River Trails Plan, and finally a Parks and Recreation Master Plan. The aggregate effects of the policy recommendations of these various plans were assessed during preparation of the new general plan, assisting in refining policies related to both the river and downtown redevelopment.

How This General Plan Was Prepared

This General Plan Update process began in October 1991 with appointment of a 19-member citizen's advisory committee (CAC) to provide informed citizen input to City staff charged with preparation of the new General Plan. Beginning with extensive review of the issues affecting future growth and change, the Citizens Advisory Committee (CAC) met during an 18-month period to discuss the city's future. The CAC's tasks were divided into two parts: (1) review of the City's history, planning issues, and opportunities for change; and (2) creation of a vision based on the central planning themes identified by the group.

In July 1993 the CAC issued its draft *Concept Report*, which included the group's consensus goals and three land use alternatives that might implement them. During the summer and fall, a series of neighborhood and community wide meetings were held to obtain resident feedback on the draft report. Between November 1993 and March 1994 the City Council held work sessions to discuss the new plan's growth management strategy and land use alternatives.

The *Concept Report* was then revised to reflect community input. The goals, policies, and land use alternatives described in the report were confirmed by the City Council in March 1994. By defining the city's vision of its future, the *Concept Report* laid the foundation for the new general plan, *Envision Napa 2020*. The *Draft Policy Document* and *Draft Background Report* were then prepared based on the framework contained in the *Concept Report*.

Napa General Plan Context

The following discussions describe growth projections, physical constraints, and the issues that provide the context for this General Plan.

Regional and Countywide Growth Pressures

Napa is heavily influenced by its location adjacent to the San Francisco metropolitan area and its substantial regional economy. While Napa is affected by the region, it has relatively little impact in return. Napa County constitutes less than two percent of the population of the region and the city of Napa's population is only about one percent of the region's. Given Napa's small size in relation to the Bay Area as a whole, regional trends will have a significant impact on its future.

Table 1 PROJECTED REGIONAL POPULATION AND EMPLOYMENT GROWTH					
	1980	1990	2000	2010	2020
*City of Napa (within RUL)**					
Population	57,829	67,026	72,250	76,670	81,140
Jobs	22,234	28,640	33,620	38,190	42,720
Napa County					
Population	99,199	110,765	129,200	143,300	158,300
Jobs	35,827	47,590	57,610	72,260	83,200
San Francisco Bay Region (Nine-County Total)					
Population	5,179,789	6,021,097	6,875,400	7,533,200	8,381,000
Jobs	2,537,776	3,110,430	3,358,990	3,971,380	4,382,000

*Includes Napa State Hospital group quarters population and related employment in RUL
Source: ABAG *Projections '94* (1980-2010); City of Napa Planning Dept (2020).

Despite the dramatic slow down in growth throughout California that occurred in the early 1990s, significant growth is still forecast for the Bay Area in the future. The Association of Bay Area Governments (ABAG) *Projections '94* projected population and employment growth in Bay Area communities through 2010. *Projections '94* estimated that the Bay Area will gain about 900,000 new jobs between 1995 and 2010. A recovering and healthy economy in the Bay Area translates to the need for cities to provide sufficient land for the businesses that generate those jobs, and homes for people who take them. Largely as a result of projected economic growth, ABAG estimated that the region will need to accommodate 430,000 new homes by 2010. The city of Napa will be expected to provide its fair share of these new homes. Table 1 shows projected growth in the region.

In the future, Napa County as a whole is projected by ABAG to grow at a rate of about 1.1 percent per year, a rate similar to the previous 15 years (1980 - 1995) and slightly slower than the San Francisco Bay Area regional average of 1.2 percent. The city's share of the county's overall growth is expected to shrink slightly as the new city of American Canyon is projected to grow at a more rapid rate than the city of Napa. [1]

While residential development patterns in the county are expected to remain similar to the past, projections of future employment growth reflect a potential significant shift in the location of jobs within the county. Of the 22,000 new jobs projected by ABAG for Napa County as a whole between 1995 and 2010, only about 10,000 new jobs (45 percent of all new jobs) are projected for the city of Napa, whereas the remainder of the south county area (American Canyon and the Airport area) is projected to have a six-fold increase in jobs, from less than 1,500 in 1995 to over 9,000 in 2010, with the most significant increases occurring in the unincorporated Airport Industrial Area.

If this substantial increase in jobs at the airport occurs, it may threaten the City and County's past cooperative efforts to contain sprawl. Job growth at the airport would create a demand for housing to accommodate workers. The pressure to provide more housing could lead to new residential growth on unincorporated land between the cities of American Canyon and Napa, or it could lead to increasing demand on the two cities to increase their residential growth rates (and perhaps expand the RUL) to accommodate the county's excess housing demand.

Recognizing this potential conflict, the County has recently (1995) undertaken an update of its *Airport Industrial Area Specific Plan.*

Economic Growth

A healthy economy is an essential component in achieving a high quality of life. Positioned at the entry to the world renowned Napa Valley wine grape growing region, the city has strong ties to the county's agricultural economy. Protecting the wine industry, and the tourism it generates, is vital to the city's economy. Economic development must be balanced with the need to manage overall citywide growth and environmental protection.

Napa has traditionally had a broad-based local economy. In addition to the core industries of agricultural and tourism, a few major employers such as Napa State Hospital, Napa Pipe and Mare Island (prior to its closure), have provided

[1] It should be noted that the regional employment, housing and demographic trends discussed in this element are based on ABAG's *Projections '94*. During completion of the General Plan, ABAG released *Projections '96* which covered the period from 1995 to 2015 and slightly altered the assumed distribution and rate of growth for the Bay Area and showed a shift towards more growth in the North Bay counties; however, the rate and location of growth does not significantly change for Napa due to strong City and County land use policies for city-centered growth. It should also be noted that ABAG's *Projections '96* figures for the City of Napa were based on land use data generated for this plan.

the city with a solid economic foundation. The city of Napa generates its own service economy, with a large retail sector and significant employment in local government and schools.

While Napa likes to think of itself as somewhat isolated and physically separate from the Bay Area, Napa's economy is very much a part of and influenced by the region. Twenty five percent of Napa County residents commute to jobs outside of Napa County and an almost equal number of employees commute into the county to work. Tourism, one of the areas more important industries, is largely dependent on Bay Area residents. Housing costs in Napa reflect the larger Bay Area market, as do the salaries of workers in Napa.

Ironically, despite its close economic ties to the larger Bay Area, much of Napa's appeal relies on the fact that it is perceived to be isolated from the region, a perception that is in large part fostered by the successful effort by the county and its cities to retain the county's agricultural heritage and open space. The open space, perceived isolation, and the unique small towns, have contributed to the economically important tourist industry.

Despite the relative health of the county's economy over many years, the City and County have long recognized that an economy overly dependent on just a few industries is a fragile economy, subject to the whims of the marketplace. Accordingly, beginning in the 1970s, both the City and County set out to diversify their economies by seeking to attract a variety of business types to major "corporate parks". The city's major business park at the south end of the city has begun to attract some "high-tech" businesses as well as medical research, food distributors and other related facilities. The county's business park located near the Napa County Airport just south of the city, has also attracted a wide variety of uses, including warehousing, food processing, and agricultural-related industries.

This diversification came none too soon. Beginning in the late 1980s, some of Napa's traditional large employers "downsized" or began shutting down, including the State Hospital and Mare Island. Despite the loss of jobs in these major employers, Napa fared much better through the recession of the 1990s than the rest of the Bay Area. While job growth has been very slow in Napa, the number of jobs in the city and county has not decreased as it has in other counties.

Economic development studies over the past few years point to some key trends with land use implications:

Tourism and Hotels: Various studies confirm that the overnight tourist brings more benefit to the city and county than the daily visitor. Overnight guests spend more per person and drive less. The county's tourism business is projected to continue to grow over the next 20 years and there is likely to be a need for at least two additional hotels in the next 25 years.

Auto Row: While many residents of Napa dislike the visual character of "auto row" along Soscol Avenue, this small strip of auto sales businesses provides more sales tax revenue for the City than any other retail area of the city. It is therefore critically important to retain and even enhance this auto sales area.

Downtown: Downtown should be able to provide for both a growing tourist and local retail market over the next 25 years. In the past few years, the "Old Town" residential areas surrounding downtown have become healthier and more attractive to higher income residents. The number of tourists in Old Town is also increasing as the number of bed-and-breakfast inns increases. Residents with greater disposable income and tourists could provide a continuing base for a healthy downtown retail sector, assuming the connections between downtown and the surrounding neighborhoods can be strengthened.

Center for Wine, Food and the Arts: The proposed Center, located on the "Oxbow" of the Napa River just east of downtown, could also profoundly benefit downtown. This unique conference center could attract the critical mass of tourists needed to put downtown Napa on the tourist map and perhaps support a first class hotel in or near downtown.

Business Parks: The city and county business parks are likely to continue to grow with a variety of tenants attracted to Napa County's renowned quality of life. Maintaining a diverse economy, and especially attracting businesses with a high proportion of relatively well-paying jobs, will allow a closer fit between jobs and residents.

Demographic Trends

The age composition of a community and its changes over time are important indicators of the types of public facilities (e.g., schools and facilities for seniors) and housing that may be needed in the future.

Perhaps the most significant demographic trend affecting the future of Napa is that the medium age of Napa residents

is rising. The aging of population is a national trend; but, in Napa, the trend is more pronounced as the median age has progressively become older than the median for the state. The exact cause of this more rapid aging of Napa's population is difficult to determine; however, some factors that may contribute include the following:

1. A slow residential growth rate which generally means fewer young families coming to Napa and a higher proportion remaining into retirement.

2. A higher average housing cost for new single family homes and less multi-family housing development, which leads to this city attracting older more affluent families to new development.

3. An attractive community for the elderly. The proportion of those over 65 increased from 12.5 percent of the population in 1980 to 14.8 percent of the population in 1990, a significant shift in only 10 years.

The overall aging of the population and the fact that Napa is aging somewhat faster than elsewhere, implies that Napa will also face, sooner than elsewhere, the need for services suitable for the elderly such as residential developments targeted toward the needs of seniors, new nursing facilities, improved public transit and other support services.

Housing Costs

Beginning in the 1970s and continuing through the end of the 1980s, the coastal areas of California experienced a growing gap between the cost of buying a home and incomes. This gap was most pronounced in the Bay Area, which became one of the most expensive housing markets in the country. As the cost of buying homes in the core Bay Area communities increased, households searched farther from the core to find affordable homes. Housing construction boomed in peripheral communities around the edges of the region. The lengths of commutes increased and roads became clogged.

Home values in Napa are somewhat lower than in many other communities in the Bay Area. However, in the 1980s, anecdotal evidence indicates that much construction in Napa was oriented toward more costly housing types and sizes. The constrained market allowed developers to focus on building more expensive homes and obtain a premium for homes here.

Beginning in the 1990s, housing values began to slump in many California markets. A recessionary economy and reduced values led to a dramatic decrease in new home construction. Many more expensive homes (over $250,000) went unsold, and many developers, including some in Napa, went bankrupt or abandoned previously planned projects.

As a result of comparatively low interest rates and stable (if not dropping) home values, housing became generally more affordable in 1994 and 1995; however, housing is still expensive. The Napa-Vallejo-Fairfield area ranked eighth from the bottom of a list of 178 urban areas ranked on the basis of the relationship between median income and prevailing for-sale housing prices.

Rental housing costs have also remained comparatively stable in the past few years. But, with the exception of housing for the elderly, almost no new apartment construction occurred in Napa in the early and mid-1990s.

The expected rebound of the California and Bay Area economies will lead to a new upsurge in demand for housing over the next 25 years. As the little remaining available vacant and underutilized land is depleted, land values in Napa are likely to increase which, in turn, will lead to homes in Napa obtaining a premium in value. To maintain its diversity and to ensure housing suitable for the types of employment to be expected, the City will continue to encourage and provide for a variety of housing types, especially more affordable multi-family construction sites.

ENVIRONMENTAL CONSTRAINTS

Much of the remaining developable land within the Rural Urban Limit (RUL) has one or more environmental constraints. These constraints limit the opportunities for development and affect the City's land use planning. These constraints are summarized below.

Flood Prone Areas

Historically, the city developed along the Napa River, and much of the city was built in the river's floodplain (areas subject to occasional flooding). To reduce property damage and loss of life due to flooding, the City adopted floodplain management regulations in the late 1970s. This ordinance requires structures within the 100-year floodplain to be constructed to minimize the potential for flood damage by elevating the floor of the structure above the 100-year flood level and by incorporating flood proofing in building design. The floodplain management regulations were

supplemented in 1986 by a locally-adopted flood evacuation area ordinance aimed at reducing the potential for loss of life. In addition to regulations for the floodplain, regulations were also adopted for the "floodway", the area nearest the river which must be kept free of significant new obstructions to allow floodwaters to pass.

These flood regulations have resulted in making development along the Napa River much more expensive. Because of the high premium that must be paid to develop this land, much of the land near the river remains vacant or underutilized and many of the existing buildings are dilapidated due to lack of investment. The economic impacts of the floodplain regulations are exacerbated by the fact that many of the older sites along the river are former (or current) industrial sites where hazardous materials were used and where residues of hazardous materials are often found. Cleaning up these sites can add significantly to the cost of making them available for new development.

Hillsides

The city of Napa is situated among a group of hills and ridges that are considered valuable natural features and visual assets for city residents and visitors. Hillsides also pose significant environmental constraints for potential developers in that development on hillsides must address geo-technical concerns, fire hazards, erosion and other factors. Major grading and earthmoving activities which are often required to accommodate any significant amount of hillside development would severely compromise the city's character and the quality of environment. Hillside areas also pose service problems in regards to the provision of adequate water pressure, police and fire protection.

Wetlands and Important Habitat

Urban development means the conversion of land from its natural state to a developed state. The loss of natural habitat is an unavoidable consequence of urbanization. However, some types of habitat are critically important and deserving of special protection due to the diversity and/or types of plant and animal species they support. Wetlands habitat and surrounding riparian areas are considered the most critical of habitat types (see Chapter 7, Natural Resources, for further discussion of this issue). Preservation of habitat also allows for some connections between the urban and natural environment.

Agricultural Resources

The irreplaceable agricultural land surrounding the city of Napa is one of its primary environmental resources. Much of the city's and county's identity and economy are based on the premium wine grapes grown in the Napa Valley. Agricultural land is also a critical aesthetic resource, providing open space that surrounds and defines the city, providing community identity and contributing to the quality of life.

Many of the City's land use policies over the past 20 years have been oriented toward preserving the agricultural resources around the city. While most agricultural land within the RUL is slated for some type of development, strong City policies have been adopted to protect agricultural uses outside the RUL. Those policies include "right to farm" notices (informing people who buy or build homes adjacent to the RUL that they may be subject to the dust, agricultural chemicals and odors of nearby farms), a requirement for 80 foot buffers adjacent to agricultural land outside the RUL, and "feathering development" so that a rural atmosphere is preserved at the fringe of the city.

Major General Plan Themes

The General Plan sets the framework for future growth and development within which Napa can expand while still maintaining the community character and quality of life that are so important to Napa residents. The major themes of the General Plan are maintaining the physical and social qualities of Napa within an economically healthy and self-sufficient community.

The major objectives reflected with these themes are summarized in this section.

Containing Growth within the Rural Urban Limit

The city of Napa is by far the largest urban area in Napa County, containing about 60 percent of both the population and jobs in the county. The city is surrounded by lands under the jurisdiction of Napa County.

In some counties in this state, county development policies have led to growth on the edges of cities, promoting sprawl. This has not happened in Napa. Over the past 20 years the City and County of Napa have cooperated to contain urban growth and protect agricultural lands. The City, for its part, established a Rural/Urban Limit line (RUL), an urban growth boundary identifying a limited area subject to urban development. This General Plan maintains the RUL with little change from that adopted in the 1982 General Plan and carries forward the Greenbelt designation for land outside the RUL that bears a relationship to the city's planning policies. The County has also adopted several policies restricting urban development on agricultural land and requiring that unincorporated land within the city's RUL annex to the city prior to further development. With the reciprocal policies of the County, the City's RUL has been largely successful in eliminating Napa's outward expansion and containing growth in a well-defined urban area.

This General Plan's tool for achieving its goal of agricultural preservation and maintenance of community character is to retain the RUL largely unchanged for the next 25 years. To address the issue of employment growth in the unincorporated airport area, the plan encourages the County to maintain its own balance between the number of jobs and the number of homes allowed to be built in county areas -- without compromising the established County policies of slow residential growth, protection of agricultural land, focusing urban development within existing municipal areas, and supporting the City of Napa's RUL.

The maintenance of the RUL limits the amount of land available for development. In combination with policies preserving neighborhood character, the RUL essentially establishes a finite and definable capacity for development based on the policies of this plan. Although that "build-out" capacity already takes into account reductions in development potential due to environmental constraints and other factors, this General Plan is not predicated on the assumption that reaching this theoretical "capacity" is either achievable or desirable. Instead, this plan is based on reasonable expectations regarding the amount of development actually likely to occur under the growth management policies in this plan. The plan is also based on ensuring that adequate infrastructure and services can be made available in a timely manner and on maintaining balanced growth between jobs and housing.

To ensure that growth stays on track, this plan also proposes a growth monitoring program. If excessive growth in either residential or job-generating development occurs during the plan period, the City may adopt additional measures to slow this development.

Neighborhood Conservation

Perhaps the strongest sentiment to arise from the extensive public outreach program conducted during the general plan update process was the community's desire to conserve the character of existing neighborhoods. "Neighborhood character" was often used as a kind of shorthand for the complex set of physical and social factors that go beyond the mere location of buildings. Accompanying the desire to conserve neighborhood character (and sometimes, seemingly in conflict with it) was the desire to ensure that the diversity of housing types and people that characterize Napa today would be retained into the future.

Because the RUL establishes a definitive limit on the amount of land available for development, over time the number of large parcels of vacant and underutilized land within the RUL will continue to dwindle as land develops. However, the pressure to accommodate more development is not expected to abate. This pressure has already led to efforts to use the remaining smaller parcels of underutilized and vacant land within existing neighborhoods more intensively, and that pressure too will continue. In short, partially because the City will not allow outward growth, the pressure increases for it to build "up."

The pressure to build up within existing neighborhoods is potentially counter to the City's goal of conserving existing neighborhood character. The General Plan seeks to accomplish this in two ways:

1. A Land Use Diagram which promotes new residential development consistent with the character of an established neighborhood.

2. Redevelopment and efficient use of previously developed and underutilized land in commercial and former industrial areas. Some older properties in town are no longer economically viable and are available for reuse and changes in use. Deterioration and abandonment of some industrial sites have created opportunities for reinvestment and rehabilitation to alternative uses. Many of these older sites are costly to develop due to the need to remove older development and, often, to clean up the residue of previous uses (such as toxic hazards). Many of these sites are near the river and are also limited by flooding concerns. Despite the inherent problems with revitalizing these sites, they offer an opportunity for new development on land with existing urban services; policies are therefore included in the plan to encourage redevelopment of these sites, thereby reducing pressures to expand the RUL.

Jobs-Housing Balance

Although the city of Napa has never been a bedroom community, it has generally had more workers who live in Napa than incommuters who find employment here. Between 1980 and 1990 the gap between the number of local jobs and the number of employed residents has decreased. Despite an increase in the number of local jobs, the 1990 Census indicated that the percentage of out-commuters increased slightly from 24 percent to 25 percent between 1980 and 1990. This level of out-commuting indicates a mismatch between the jobs in Napa and its residents. Job growth in the past 15 years has been disproportionately in relatively low paying services and retail employment, while homes built in Napa (especially in the 1980s) were relatively expensive single family homes.

In the next 15 years Napa is expected to rebound from the recession more quickly and strongly than other communities, and is projected to add jobs at a faster rate than it is projected to add new workers who live in Napa County. By 2010 it is estimated that the city will be close to a balance between jobs and employed residents. However, this doesn't mean necessarily that Napa residents will work in Napa. Job projections for the county indicate a continuation of the past trend in job growth, with 62 percent of all new jobs between 1995 and 2010 projected to be in retail and service categories.

To reduce the amount of commuting to and from the city (with its associated environmental and personal costs), these economic projections indicate a need for the City to direct its economic development efforts to attract higher paying technical and professional jobs and also to provide housing which is affordable for the retail and service workers who will make up the majority of future new employees.

Environmental Protection

The city of Napa, surrounded by a beautiful natural environment, leaves a lasting impression on residents and visitors alike. The Napa Valley is first and foremost an agricultural region of world renown. The outstanding quality of its viticulture products has long made it the best known wine producing region in the United States.

While vineyards and wineries dominate the landscape, Napa's natural environment is much more than a backdrop for the area's agricultural and tourist industries. Wild hillsides and open grasslands are home to a variety of native and imported species of plants and animals. The marshlands along the Napa River and its tributaries are home to several rare and endangered plant species. Critical estuarine habitat and breeding areas for many species of native birds and fish can also be found here. The city's most significant natural feature, the Napa River, has long been recognized as a tremendous opportunity for a natural amenity through the heart of the city, linking neighborhoods with downtown. However, the opportunity presented by the river has yet to be fulfilled.

The fragility of these precious natural resources, and the ease with which they can be permanently changed by development, has long been recognized by the community. The city of Napa has acted to protect its sensitive riparian corridors and hillsides from over development while the RUL protects the invaluable agricultural lands and open space resources that surround it. Maintaining this tradition, this General Plan includes the following objectives:

- New development and redevelopment that enhance connections between the built and natural environments.
- The Napa River as a natural corridor and recreational spine connecting neighborhoods and providing a focus for downtown.
- An open space frame that includes views of the natural environment, including agriculture, the hills, water courses and wetlands.
- An accessible array of protected natural amenities both within and beyond the confines of the city.

As land becomes more scarce and land values increase, pressure also increases to maximize the development potential on all available land, including environmentally sensitive areas. There will be pressure to modify sensitive lands to make them more easily developed, rather than to plan development so as to avoid an environmental resource.

For example, developers often propose modifying a hillside to maximize development potential rather than molding development to fit the hillside. The tendency to "bulldoze" resources has been visible for several years and has already led to many policies to conserve key environmental resources. This General Plan continues and expands upon past policies. City policies focus on protection of wetlands, other scarce habitats, hillsides, and agricultural lands inside the RUL and encourage the same level of protection for land outside the RUL.

A Sustainable Economy

As the land supply dwindles and residential development slows, the City will need to maintain a reasonable balance between jobs and housing; it may also need to consider ways to link employment growth to the rate of residential growth. Policies related to monitoring growth are therefore included in the plan.

A second issue is the fit between jobs and residents. Given a finite supply of land for jobs and housing, it will be important for the City to promote a sustainable economy: a healthy economy with jobs that "fit" the needs of residents.

Finally, as both residential and economic growth slow in the future, the City will need to look at the mix of housing and businesses to ensure that the overall structure of the city's economy can provide the fiscal wherewithal to meet the city's needs for adequate services and infrastructure. For example, Auto Row produces more sales tax revenue than any other business sector. Maintaining and promoting a healthy Auto Row may therefore be very important to the City's future fiscal health. Identifying and encouraging other business sectors with this potential will be an important objective of this plan.

Healthy Downtown

Downtown continues to be the focus and heart of Napa as a community, and retention of a healthy and vital downtown has long been a critical city concern. A key component of economic development is also to maintain downtown as the cultural and government center of the city and county. Other elements of a healthy economic environment include making Napa an attractive destination for visitors.

The goal of a vital and healthy downtown has been an ongoing theme in general plans and City policy for many years, but it has been an elusive goal. This General Plan continues the long tradition of seeking to foster a healthy downtown. The debate about how to promote a healthy downtown is likely to continue for some time: a tourist economy or regional/local retail and administrative center?

Perhaps the answer is both. The success of the Farmers' and Chefs' Markets indicates a continuing craving on the part of both residents and tourists for a place where people can walk and enjoy the open air in the presence of other people in a fun environment. Downtown Napa is one of only a handful of places in the North Bay that has the continuing potential to be that type of place. There are many opportunities to enhance that environment:

- The Riverfront remains an untapped but potentially powerful aesthetic resource.
- "Old Town" has grown in affluence and tourists. Both can contribute to a healthy downtown if the physical connections between Downtown and Old Town could be improved.
- The Center for Wine Food and the Arts could almost singlehandedly energize downtown Napa, so long as the physical connections to Downtown are enhanced. Even without the Center, Downtown could improve its connections to other nearby tourist resources such as the Wine Train, the Factory Outlet center, and the State Exposition/ Fairgrounds.
- The yet to be completed Opera House and newly completed Jarvis Conservatory can both contribute to Napa's reputation as a cultural center in the next 25 years. Other nighttime activities including the existing downtown movie theaters could help contribute to a more vital evening environment.

The fact that downtown Napa has not met its potential or residents' expectations should not be confused with failure. Many good decisions have been made: City and County government remains downtown, which continues to be the administrative heart of the county; a transit hub has made downtown the most accessible area in the city; the physical improvements to the street environment (especially First Street) remain attractive and inviting; and a mix of retail businesses continues to thrive. While a few historic buildings have been lost, many remain. The walkable and recognizable heart of the city of Napa has been retained and policies in this plan will continue to enhance downtown's role into the future.

Flood Control

Compliance with the city's flood management regulations has improved the safety of developments constructed in flood prone areas over the past two decades. However, these measures have also significantly increased the cost of developing vacant and underutilized land near the river and thereby discouraged development. Because the river runs through the heart of the city of Napa, the preponderance of underdeveloped land and buildings in deteriorated condition along the river leaves the impression of blight along a major boulevard and entranceway to the city. Moreover, given the dwindling supply of available land, the city can ill afford to leave a large amount of land underdeveloped in

the middle of the city. Flooding also has a significant financial and personal cost to those immediately affected and a fiscal cost to the City as a whole.

The Napa River Flood Management Project, prepared by the United States Army Corps of Engineers (USACE) in partnership with a community coalition, will provide substantial flood protection to the central city.

In December 1997, the Army Corps of Engineers issued a revised design for a "Flood Management Project" based on the Community Coalition's conceptual plan for a "Living River" that would respect and restore the natural environment for the River, provide flood protection, and result in a powerful aesthetic focus for downtown revitalization. In March 1998, a ½-cent sales tax ballot initiative passed by a 68% vote, allowing the Flood Control District to provide the required 50% local share of funding to implement the project.

The project, referred to as the "Napa River/Napa Creek Flood Protection Plan", covers a 6-mile stretch of the Napa River, primarily in the City of Napa. It is comprised of four basic components: the widening of the river channel through the creation of both marsh plain and flood plain terraces; the replacement of a series of bridges; the creation of a "dry-bypass" overflow channel in downtown Napa, and the use of a series of floodwalls and levees where necessary. Construction is scheduled to start in 2000, with completion anticipated by 2006.

The reality of flood protection will remove a major constraint to Downtown revitalization and will be a catalyst for creative, river oriented urban development.

ORGANIZATION OF THE GENERAL PLAN

The Napa General Plan: *Envision Napa 2020* consists of two documents: the *Background Report* and the *Policy Document*. The *Background Report*, which inventories and analyzes existing conditions and trends in Napa, provides the formal supporting documentation for general plan policy. It addresses the following eight subject areas:

- Land Use and Demographics
- Housing
- Transportation
- Community Services
- Parks and Recreation
- Historic and Cultural Resources
- Natural Resources
- Safety

This *Policy Document* contains explicit statements of goals, policies, standards, implementation programs, and quantified objectives that constitute the formal policy of the City of Napa for land use, development, and environmental quality. This report is divided into chapters that correspond generally with the organization of issues addressed in the *General Plan Background Report*. These are as follows:

- Chapter 1: Land Use
- Chapter 2: Housing
- Chapter 3: Transportation
- Chapter 4: Community Services
- Chapter 5: Parks and Recreation
- Chapter 6: Historic and Cultural Resources
- Chapter 7: Natural Resources
- Chapter 8: Health and Safety
- Chapter 9: Administration and Implementation

Each section includes goal statements relating to different sub-issues or different aspects of the issue addressed in the section. For each goal statement, there are several policies that amplify the goal statement. Implementation programs are listed at the end of each section and describe briefly the proposed action, the City agencies or departments with primary responsibility for carrying out the program, and the time frame for accomplishing the program. Chapter 1 (Land Use) also describes the designations appearing on the Land Use Diagram and outlines the standards of population density and building intensity for these land use designations. Chapter 3 (Transportation) contains a diagram depicting the proposed circulation system and a description of the street classification system. The housing section also includes a statement of quantified housing objectives required by state law as part of the housing element.

The following definitions describe the nature of the statements of goals, policies, standards and implementation programs as they are used in this document:

> ***Goal:*** The ultimate purpose of an effort stated in a way that is general in nature and immeasurable. These are identified by chapter initials (e.g., Land Use = LU) and a number (e.g., LU-3 is the third goal in the Land Use chapter)
>
> ***Policy:*** A specific statement in text or diagram guiding action and implying clear commitment. These are generally numbered with the chapter initials, goal number, and individual policy numbering (e.g., LU-3.5)

Standard: A specific, often quantified guideline, incorporated in a policy or implementation program, defining the relationship between two or more variables. Standards can often translate directly into regulatory controls.

Implementation Program: An action, procedure, program, or technique that carries out general plan policy. Implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment. These time frames are general guidelines and may be adjusted based on City staffing and budgetary issues. These are generally numbered with the chapter initials, goal number, and capital letters (e.g., LU-3.A)

The goals and policies contained in a general plan are not strict, rigid standards, but instead are general guidelines for the City to consider in its overall decision making. Considerable flexibility is retained by the City Council in subsequently determining consistency with the goals and policies.

In determining the meaning, purpose, and consistency of the General Plan, the plan's individual elements, goals, policies, and provisions should not be read in isolation. Rather, the General Plan should be viewed and interpreted in its entirety, with all the plan's various elements, goals, policies, and provisions considered, read together, and harmonized.

The specific implementation measures identified in the plan also are to be viewed in this light. Accordingly, while many of these measures use seemingly inflexible terms, such as "shall", in articulating a proposed action or program, the use of these terms is not intended to be mandatory, to limit the City Council's discretion, or to impose rigid, mathematical standards. Rather, it is intended that the City Council will retain its discretion, and will undertake to adopt the specific implementation measures as it deems appropriate in light of budgetary considerations and the overall feasibility of each such measure.

In addition to the *General Plan Background Report* and *General Plan Policy Document*, an *Environmental Impact Report* analyzing the impacts and implications of the *General Plan* was prepared. The *EIR*, which is not formally part of the *General Plan*, was prepared to meet the requirements of the California Environmental Quality Act.

Chapter 1

Land Use

CHAPTER 1
LAND USE

INTRODUCTION

This chapter prescribes the pattern of land use in Napa and sets out the standards for future development and redevelopment. The chapter responds to the major issues by both prescribing where and how land should develop and by setting out policies and standards concerning land use, development, and environmental protection in Napa.

Users of this General Plan should understand the goals, policies, and standards are as important as the Land Use Diagram in representing the City's land use and development policy.

The chapter is divided into three major sections.

1. The first section explains the setting and defines the geographic references used in this General Plan.

2. The second section sets out the goals, policies, and implementation programs for existing and future development.

3. The third section describes and defines the land use designation system used in the Land Use Diagram.

Major Land Use Objectives

- *A small-town atmosphere that enhances the residential character of existing neighborhoods.*

- *New development that respects the character and form of existing neighborhoods and commercial areas.*

- *A sustainable economy providing a level of goods, services, and jobs sufficient to support a community the size of Napa.*

- *A balanced community where people have opportunities to both live and work, with a range of housing types to meet the needs of a variety of households and income levels in our community.*

This General Plan emphasizes Napa's commitment to containing urban development within the Rural Urban Limit (RUL). As a result, much of the new development will occur within existing neighborhoods and in areas with sensitive constraints (e.g., hillsides, floodplain). Given the diversity and quality of Napa's residential neighborhoods, the plan takes a focused approach to new development at the neighborhood level. This is reflected in the subareas, or "pods", shown on the Land Use Diagram, and in the policies themselves. The plan also seeks to ensure that continued commercial and industrial development are in keeping with the city's small-town character and appropriately located with respect to major services.

GEOGRAPHIC AREAS

The General Plan contains numerous references to the Rural Urban Limit and "planning areas". The following explains these geographic references.

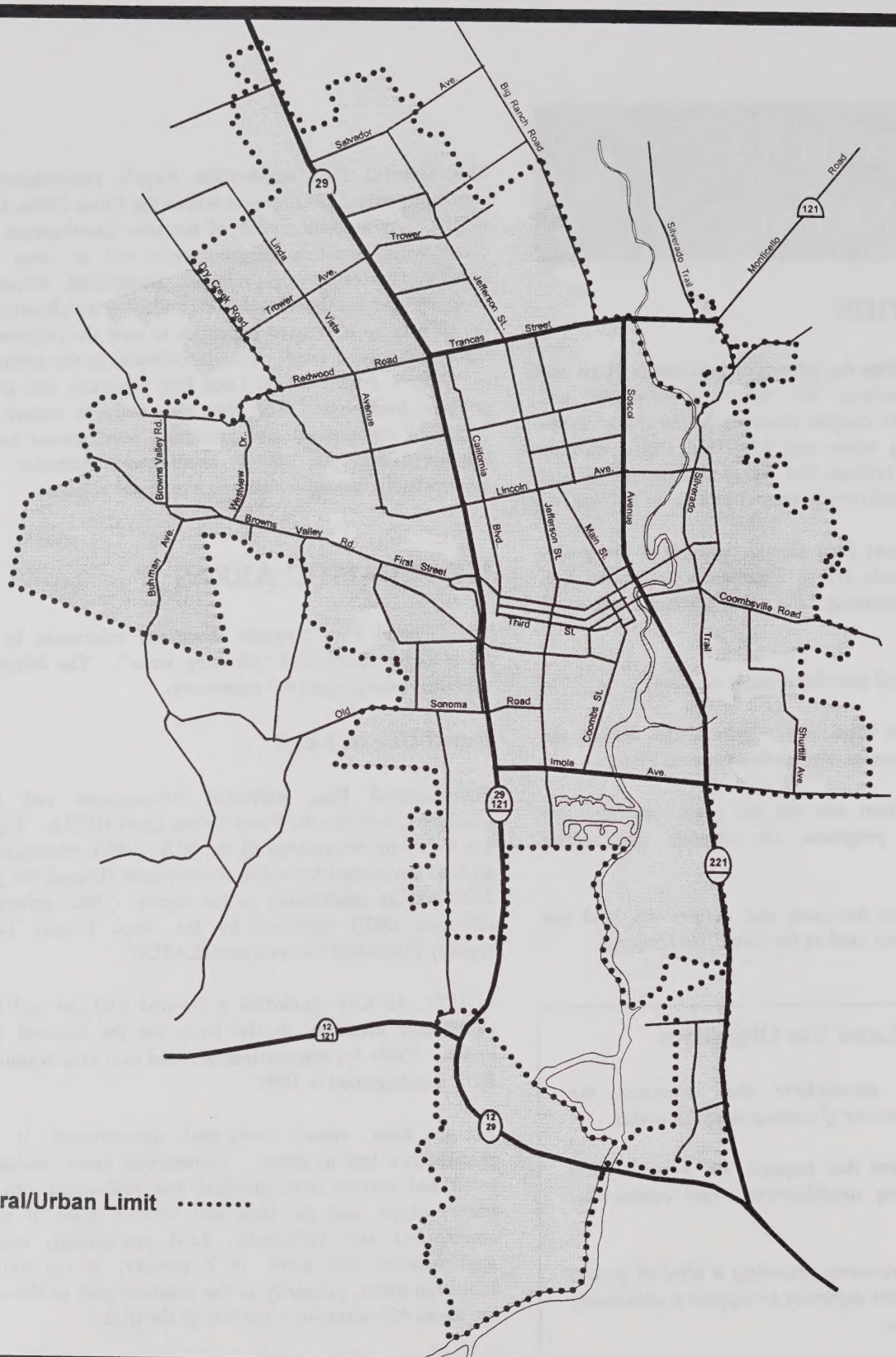
Rural Urban Limit

The General Plan addresses development and land management within the Rural Urban Limit (RUL). Figure 1-1 shows the boundaries of the RUL, which encompasses all land envisioned for urban development through the year 2020 and its relationship to the current (1995) sphere of influence (SOI) approved by the Napa County Local Agency Formation Commission (LAFCO).

In 1992, the City conducted a detailed land use and land availability inventory as the basis for the General Plan update. Table 1-1 summarizes the total land area within the RUL as designated in 1992.

As in most cities, residential development is the predominant use in Napa. Commercial areas, including retail and service uses (medical and real estate offices, barber shops, and the like) and various types of other commercial uses (wholesale, food processing), occupy approximately 963 acres, or 8 percent, of the RUL. Industrial areas, primarily in the southern part of the city, are about 454 acres, or 4 percent of the RUL.

Public, quasi-public, and public open space uses, including parks, City and County buildings, schools, transportation facilities, hospitals, and utilities, make up another 1,343 acres.



Rural/Urban Limit ·····

City of Napa General Plan Citylim4.DS4 12/98

Figure 1-1a

Incorporated Land & Rural Urban Limit (2020)

North

City of Napa Incorporated land

725' 1/2 Mile 1 Mile 3 Miles

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While every effort has been made to insure the accuracy of the information shown on this page, the City of Napa assumes no responsibility for liability from any errors or omissions.

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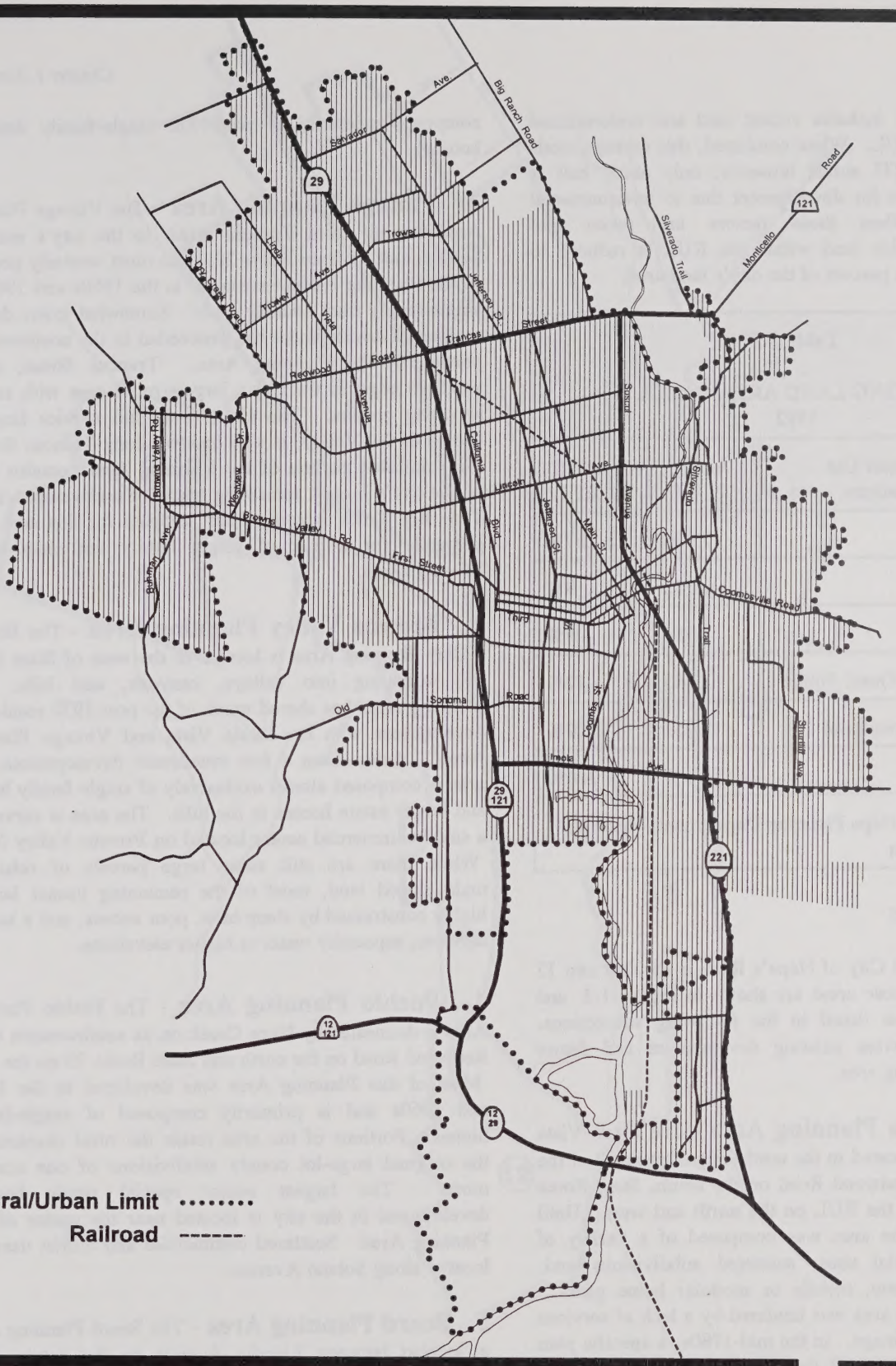

Rural/Urban Limit ·····

Railroad ------

City of Napa General Plan Citylim3.DS4 12/98

Figure 1-1b

Rural Urban Limit (2020) and SOI (1995)

North

Sphere of Influence

725' 1/2 Mile 1 Mile 3 Miles

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Undeveloped land includes vacant land and underutilized sites within the RUL. When combined, this acreage totals approximately 1,037 acres; however, only about half is considered suitable for development due to environmental constraints. When these factors are taken into consideration, usable land within the RUL is reduced to approximately five percent of the city's land area.

Table 1-1

EXISTING LAND AREA IN RUL 1992

General Land Use Classifications	Acres	Percent of RUL
Residential	7,856	67%
Commercial	963	8%
Industrial	454	4%
Parks and Public/Quasi-Public	1,343	12%
Undeveloped/Agricultural	1,037	9%
Total	*11,653*	*100%*

Source: City of Napa Planning Department, based on 1986 General Plan

Planning Areas

The area within the City of Napa's RUL is divided into 12 planning areas. Those areas are shown in Figure 1-2 and described in greater detail in the following subsections. Table 1-2 summarizes existing development and future potential by planning area.

1. Linda Vista Planning Area - The Linda Vista Planning Area is located in the northeastern quadrant of the city bounded by Redwood Road on the south, State Route 29 on the east and the RUL on the north and west. Until the early 1980s, the area was composed of a variety of semi-rural residential uses, scattered subdivisions and, along Solano Avenue, mobile or modular home parks. Development in the area was hindered by a lack of services and poor storm drainage. In the mid-1980s, a specific plan was prepared for much of the Linda Vista Planning Area and a significant portion of the city's growth in housing stock has occurred here in the past few years. With the exception of a few multi-family and modular housing sites and some commercial uses along Solano, the area is now composed primarily of post-1970 single-family detached housing.

2. Vintage Planning Area - The Vintage Planning Area extends from Trancas Street to the city's northern border, east of State Route 29. The most westerly portions of the Planning Aarea developed in the 1950s and 1960s in single-family tract housing types. Somewhat lower density residential development has proceeded in the northwesterly portion of the Planning Area. Trancas Street, at its southern edge, is the city's largest retail area with several shopping centers. The City's only full service hospital, Queen of the Valley, is also located along Trancas Street. The southeast portion of the Planning Area contains some of the city's largest remaining tracts of undeveloped land. The Big Ranch Specific Plan adopted for this area calls generally for a mix of single family and multi-family housing types.

3. Browns Valley Planning Area - The Browns Valley Planning Area is located to the west of State Route 29, extending into valleys, canyons, and hills. This Planning Area has shared much of the post-1970 residential development with the Linda Vista and Vintage Planning Areas. Aside from a few townhouse developments, this area is composed almost exclusively of single family homes and larger estate homes in the hills. The area is served by a small commercial center located on Browns Valley Road. While there are still some large parcels of relatively undeveloped land, most of the remaining vacant land is highly constrained by steep hills, poor access, and a lack of services, especially water at higher elevations.

4. Pueblo Planning Area - The Pueblo Planning Area is delineated by Napa Creek on its southwestern edge, Redwood Road on the north and State Route 29 on the east. Most of this Planning Area was developed in the 1950s and 1960s and is primarily composed of single-family homes. Portions of the area retain the rural character of the original large-lot county subdivisions of one acre or more. The largest senior special needs housing development in the city is located near the center of this Planning Area. Scattered commercial and tourist uses are located along Solano Avenue.

5. Beard Planning Area - The Beard Planning Area is located between Lincoln Avenue on the south, State Route 29 to the west, Trancas Street to the North and the Napa River to the east. This area is probably one of the most difficult in Napa to characterize due to the variety of uses within it. Trancas Street, Jefferson Street, and

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Figure 1-2

Planning Areas

North

725' 1/2 Mile 1 Mile 3 Miles

0

1. Linda Vista
2. Vintage
3. Browns Valley
4. Pueblo
5. Beard
6. Alta Heights
7. Westwood
8. Central Napa
9. Soscol
10. Terrace/Shurtliff
11. River East
12. Stanly Ranch

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Lincoln Avenue are all "commercial strips" within the Planning Area. Multi-family housing is found scattered throughout the area, primarily on or near the major streets: Soscol, Trancas, Lincoln, Pueblo and Jefferson. A light industrial area is located in the northwest corner, between California Boulevard and the State Route 29. The remainder of the Planning Area is composed primarily of a mix of single-family homes, including tract developments of the 1950s, 60s and 70s, traditional subdivisions dating back to before 1940, and large-lot subdivisions which occurred when much of this area was under the County's jurisdiction prior to 1960.

6. Alta Heights Planning Area - Alta Heights includes much of the northeastern portion of the city, west of the River and north of Coombsville Road. East of Silverado Trail, this area is composed primarily of modest single-family homes; housing types increase in size to estate dimensions farther up into the hills. Most of the housing in this Planning Area was built as individual homes on small to larger lots, rather than as large tract subdivisions. The homes range in age from the early 1900s to modern (1990s). West of Silverado Trail, the area nearest the river is composed of single and multi-family homes in a range of ages. Some larger underdeveloped sites along the river are highly constrained by potential flooding. There is also some largely-vacant land on the eastern edges of the Planning Area, much of which is constrained by topography and lack of services.

7. Westwood Planning Area - The Westwood Planning Area is bounded by Napa Creek in the north, State Route 29 on the east, the hills to the west, and the RUL to the south, generally, much of the city's southwestern area. The area between First Street and Imola is mostly developed with modest ranch-style single-family tract homes developed between the 1940s and 1960s. Larger single-family homes are found in the hills on the western edge of the Planning Area. Newer multi-family and townhouse development is found along the major streets: First Street, Freeway Drive, Old Sonoma Road, and along Foster Road. This Planning Area also contains some of the city's largest remaining tracts of developable vacant land, especially at the southern edge. There are also larger parcels of more constrained undeveloped land in the hills in the western portions of this Planning Area. A new factory outlet center has recently revived a moribund shopping center located at First Street and Freeway Drive adjacent to SR 29.

8. The Central Planning Area - The city's downtown and the historic residential neighborhoods that surround the downtown in a traditional gridiron pattern have been delineated as the Central Planning Area. These older neighborhoods are sometimes referred to collectively as "Old Town," an area generally extending from Imola Avenue on the south to Lincoln Avenue in the north. Old Town includes many 19th century residences, some of which are listed on the National Register of Historic Places. Several of the larger of these stately homes have been converted to bed-and-breakfast inns.

The Central Planning Area also includes higher density housing, particularly east of Franklin Street. The housing in this area is a mix of small apartment complexes and older homes, some of which have been converted to multi-family use. Duplexes and triplexes, many of which were converted from older single-family homes, are scattered throughout the Planning Area but are especially abundant in the northern portion.

At the heart of the Central Planning Area is downtown. Downtown is the governmental and cultural center of the city, containing most County and City governmental offices as well as the traditional downtown retail center along First, Second, and Third Streets. Downtown developed along the river west of Soscol beginning in 1850s and some remaining older buildings date from the 1880s. A redevelopment project in the 1970s and 1980s led to the development of a new retail shopping "mall" between First and Pearl Streets.

Extending north, just east of Soscol Avenue, is an older industrial section of the city, still used for variety of light industrial uses (e.g., auto repair and related uses, machine shops, woodworking.)

9. Soscol Planning Area - The Soscol Planning Area is a largely underdeveloped area located just east of the Napa River bounded by Imola on the south, Pearl Street on the north, with Soscol Avenue and Silverado Trail on the west. Closest to downtown, between Pearl and Third, this area includes a mix of very old and newer homes, duplexes, mixed commercial uses and remnant industrial uses. Older industrial uses also extend south, between the River and Soscol Avenue. Most of this planning area is highly constrained by potential flooding. Because new development triggers the requirement to meet high cost flood mitigation standards, there has been very little new investment in the older stock of industrial and other uses located in this area. The flooding concern has also prevented development on some of the larger vacant parcels closest to the river.

In addition to older industrial uses, much of the city's auto-related services are located along Soscol Avenue, as well as new and used car lots and auto repair services. The State-owned Napa County Exposition fairgrounds are also located in this Planning Area between Silverado Trail and Soscol Avenue, south of Third Street. A major new commercial shopping center is near completion (1998) at the southeastern tip of this area at the northwest corner of Soscol and Imola Avenues.

10. Terrace/Shurtleff Planning Area - The Terrace Shurtleff Planning Area is located in the southeastern portion of the city extending east of Soscol/Silverado Trail and south of Coombsville Road to Imola Avenue. This area is comprised primarily of a mix of single-family homes built since the 1940s, recent small- to medium-size residential tract development, and some multi-family housing located along major streets and scattered elsewhere in the Planning Area. Some medium-size (5 to 10 acres) and smaller undeveloped parcels exist in the Planning Area, especially along Silverado Trail. The area is a patchwork of unincorporated islands within the RUL and the area remains partially developed and somewhat rural (older one-acre or larger lot subdivisions) based on the pattern that developed under the County's jurisdiction.

11. River East Planning Area - Located at the southern tip of the city, primarily extending west of the Napa/Vallejo Highway to the Napa River, is the River East Planning Area. Napa Valley Community College and the city's largest park (Kennedy Park) are two major public facilities found in this Planning Area. A "corporate business park" is also found near the southern end of this Planning Area.

12. Stanly Ranch Planning Area - The Stanly Ranch Planning Area is located at the southwestern end of the city, primarily west of SR 29 and south of SR 12/121. This area was annexed to the city in two phases in the 1950's and 1960's, but has remained undeveloped and constitutes the largest single area of vacant land remaining within the RUL. The Planning Area includes the larger acreage of the Stanly Ranch property as well as two smaller parcels on the north side of SR 12/121 along Golden Gate Drive. One of the smaller parcels is owned by the City and designated as parkland and the other is privately owned.

The area lies outside LAFCO's adopted Sphere of Influence for the City of Napa and the current service boundaries of the Napa Sanitation District. The 1982 General Plan designated this property as "Study Area" (SA), with the understanding that further evaluation of land use alternatives, development constraints and service availability would be needed before establishing land use designations and specific policies for the area. In 1991, the City Council approved a cooperative planning effort between the property owners of the land the City to prepare a Specific Plan for Stanly Ranch.

The Environmental Analysis prepared for this General Plan considered a development scenario for the Stanly Ranch based on Specific Plan alternatives prepared prior to 1996. The development scenario included: a destination resort comprising 300 lodging units, with conference, meeting room, and related facilities; an 18 hole golf course and clubhouse with recreational amenities; up to 600 homes; a commercial wine center, small winery; and public amenities such as a wetland habitat, an interpretive wildlife center located by the Napa River, public access and boat dock, a connection to the Bay Area Trail, and deed-restricted open space. This potential intensity of development was considered in the modeling efforts for traffic and other impacts, on a city-wide program level.

Concurrent with the hearings on this General Plan, the City is processing an application for a Specific Plan for the Stanly Ranch. The Draft EIR was sent to the State Clearinghouse to establish a public review period beginning August 7, 1998; hearings on the project are anticipated to take place in November or December 1998.

Since a detailed planning effort is underway for the Stanly Ranch, the SA-Study Area designation and related policies of the 1982 General Plan will be carried forward for the Stanly Ranch Planning Area. Future land use decisions made on the Specific Plan application will be adopted as amendments to this General Plan.

Table 1-2

SUMMARY OF DEVELOPMENT POTENTIAL BY PLANNING AREA

Planning Area		Residential (Dwelling Units)		Commercial/Industrial (Sq. Ft.)	
		Existing*	Additional	Existing*	Additional
1	Linda Vista	2,752	1,277	247,365	111,524
2	Vintage	3,189	1,611	555,629	157,494
3	Browns Valley	2,329	609	27,425	8,584
4	Pueblo	2,157	212	96,935	36,402
5	Beard	3,884	623	1,050,914	322,523
6	Alta Heights	1,406	296	14,405	16,345
7	Westwood	3,301	927	392,869	273,465
8	Central Napa	5,765	844	2,997,572	681,579
9	Soscol	121	108	625,142	387,208
10	Terrace/Shurtleff	2,193	733	103,319	52,736
11	River East	0	0	892,641	1,014,794
12	Stanly Ranch	1	600	0	109,314
Total		27,098	7,840	7,004,216	3,171,968

*April 1994
Source: City of Napa Planning Department

Goals, Policies and Implementation Measures

The overall focus of this section is on setting standards and policies for future development and redevelopment in Napa, focusing on growth that is consistent with the city's small-town qualities and neighborhood character, and providing for continued open space.

This section is organized under the following major headings;

- Community Character and Identity
- Rural Urban Limit
- Growth Management
- Residential Neighborhoods
- Economic Development/Nonresidential Development
  - Commercial
  - Downtown
  - Industrial
  - Mixed Use
- Napa River
- Urban Form and Open Space
- Economic Development Strategies

Community Character and Identity

While Napa by most measures is a medium-sized city, residents typically think of Napa as a small town. The city's small-town character and qualities are important to its identity. Key elements of Napa's small-town qualities are its stable and friendly neighborhoods, the mix of housing types and sizes, local schools, and a traditional central Downtown. Napa has a significant resource in its historic buildings and cultural assets. The surrounding open space is visible from almost everywhere in the city, and separates the community from other areas.

Goals, policies, and implementation programs throughout the General Plan focus on preserving and enhancing Napa's special community identity by managing future growth, maintaining the qualities of its neighborhoods, providing for maintenance of surrounding open space. This section also recognizes and urges particular actions to protect the city's gateways and its historic resources which contribute to its identity. *(Also see Appendix F, Open Space Action Program)*

Goal LU-1

To maintain and enhance Napa's small-town qualities and unique community identity.

Policies

LU-1.1 The City shall maintain the Rural Urban Limit (RUL) and Greenbelt designation to define the extent of urban development through the year 2020 and to provide for the maintenance of the city's surrounding open space/agriculture to separate Napa from other communities.

LU-1.2 The City shall strive to preserve and enhance the integrity of existing neighborhoods and to develop new neighborhoods with similar qualities as the existing neighborhoods.

LU-1.3 The City shall recognize downtown as an important asset of the city and seek to strengthen and revitalize it.

LU-1.4 The City shall recognize the importance of historic properties, districts, and aesthetic resources as contributors to the city's identity. *See also Chapter 6, Historic Resources and Chapter 7, Natural Resources.*

LU-1.5 The City shall refine the locations and concept of the key gateways to the city identified in Figure 1-3, and shall establish gateway and scenic corridor design guidelines for both public and private development to ensure attractive entrances to the city. Greenways, open space, riparian corridors, wetland areas and agricultural land shall be considered as important components when they exist in gateway locations.

LU-1.6 The City shall designate SR 29, SR 121, and SR 221 as scenic corridors. The City shall endeavor to improve the scenic character of these roads through undergrounding of utilities, increased landscaping, street tree planting, and other improvements.

LU-1.7 The City shall enhance the Napa River as a natural corridor and recreational spine connecting neighborhoods, employment areas, and other destinations. *(See Chapter 5, Parks and Recreation).*

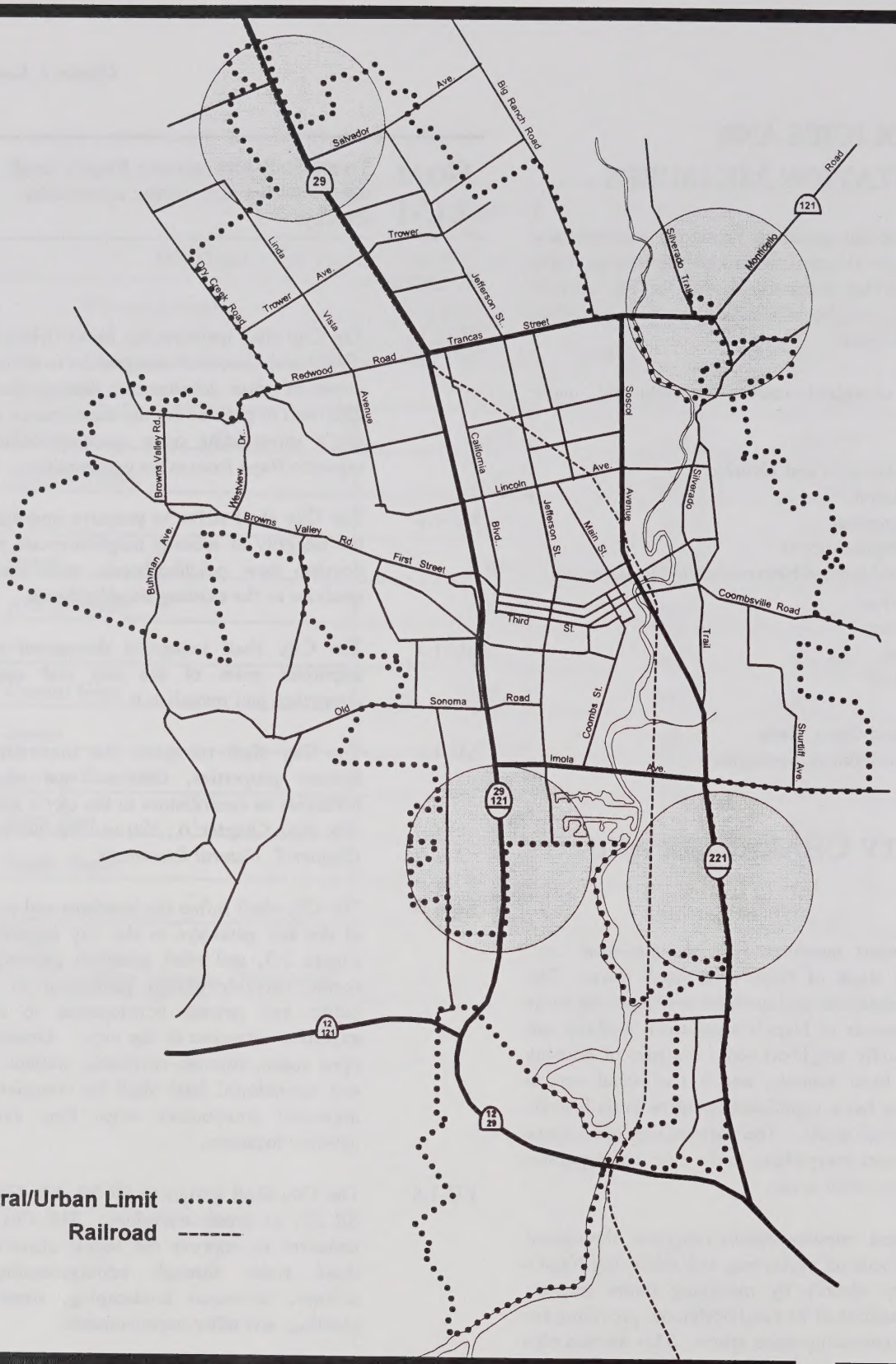

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Figure 1-3

Visual Gateways

While every effort has been made to insure the accuracy of the information shown on this page, the City of Napa assumes no responsibility for liability from any errors or omissions.

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LU-1.8 The City shall strive to preserve its urban forest by maintaining its street tree program and encouraging the preservation of trees on private property.

LU-1.9 The City shall support cooperative planning with other Napa County jurisdictions to achieve common interests.

LU-1.10 The City shall work with the County to identify revenue-sharing opportunities.

IMPLEMENTATION PROGRAMS

LU-1.A The City shall initiate further study to: 1) define gateway locations, with consideration to the importance of all entrances to the city; and, 2) prepare and adopt gateway design guidelines for private and public development at the key gateway and scenic locations.

Responsibility: Planning Department; Redevelopment and Economic Development Coordinator; City Council

Time Frame: FY 03-05

LU-1.B The City shall revise the Zoning Ordinance to include a Scenic Corridor Overlay Zone to apply to the scenic corridors identified in Policy LU-1.5.

Responsibility: Planning Department; Planning Commission; City Council

Time Frame: FY 05-07

LU-1.C The City shall identify other major streets in the City which are important to the city's character, history, and identity (e.g., Soscol Avenue) and establish corridor streetscape design guidelines that will address adjacent land uses, signage, landscaping, street tree planting, and placement of public parking along these designated corridors.

Responsibility: Planning Department; Cultural Heritage Commission; City Council

Time Frame: FY 05-07

RURAL URBAN LIMIT

Napa has a long history as a self-contained city with its own industry, a diverse population, and a full range of services. In the 1970s, the residents of Napa felt that the character of their community was threatened by unrestrained development. Fueled by a burgeoning regional economy, communities throughout the Bay Area were sprawling onto irreplaceable agricultural land as pressures for development spread from the larger core cities. Previously distinct cities were blending together into undistinguishable suburbs.

Napa was perhaps the first city in the region to act to protect its agricultural, small-town heritage. In 1973 the voters established the basis for what became the Rural Urban Limit line (RUL), an urban growth boundary identifying a limited area subject to urban development. The RUL has remained in place, virtually unchanged, for the past 20 years. County initiatives and policy have cooperated in preserving the integrity of the RUL.

This plan retains the RUL virtually unchanged for the next 25 years. A critical element to making the RUL successful is continuing cooperation with the County and neighboring cities in protecting surrounding open space lands, which is promoted by various policies throughout this plan. Maintenance of the Greenbelt designation on lands outside the RUL furthers the General Plan objectives for protecting open space lands.

GOAL LU-2 **To maintain the Rural Urban Limit (RUL) to contain urban development and support Napa County's agricultural and other resource uses.**

POLICIES

LU-2.1 The Rural Urban Limit (RUL) shall define the extent of urban development through the year 2020.

LU-2.2 The City shall continue to cooperate with the County to ensure that land proposed for development within the RUL is annexed to the city, and land outside of the RUL is conserved primarily for agriculture and other resource and open space uses.

See Chapter 9, Administration, for criteria for considering any General Plan amendments that would modify the RUL.

GROWTH MANAGEMENT

As a result of Napa's RUL and other strategies, growth in Napa has been relatively slow by the standards of other communities on the fringe of the Bay Area. Rather than the 4 to 5 percent annual growth rates experienced by such communities as Fairfield or Vacaville, the city of Napa's housing stock grew at an annual average rate of 1.3 percent between 1980 and 1990, a rate comparable to the average for the Bay Area as a whole.

The RUL generally contains the incorporated lands of the city of Napa and "county pockets" where residents have declined to become incorporated into the city, even though these areas are surrounded by land under City jurisdiction.

Outside the city limits but still within the RUL is undeveloped land ultimately planned for development, such as the Big Ranch area, along with areas of unincorporated development.

To preserve its diversity and its economic vitality while limiting the city's outward expansion, the plan establishes a growth monitoring and management program.

GOAL LU-3 **To maintain an even rate of development within the RUL over the time frame of the General Plan.**

POLICIES

LU-3.1 The City shall prezone unincorporated land within the RUL to ensure the orderly transition of land uses within the city's urbanizable area.

LU-3.2 To minimize urban/rural conflicts (e.g., pesticides, odors, noise, vandalism, feral pets), the City shall ensure a buffer is provided (agricultural setback) between residential uses on the periphery of the RUL and productive agricultural land outside the RUL.

LU-3.3 To minimize urban/rural conflicts and create an appropriate transition between higher density urban uses and very low intensity agricultural/rural/resource uses, the City shall "feather" new residential development near to the RUL, especially toward land outside the RUL which is in active agricultural production. "Feathering" is defined as allowing progressively lower density residential development close (within ¼ mile) to the RUL.

LU-3.4 The City shall endeavor to maintain an even rate of development within the RUL over the plan period.

LU-3.5 The City shall provide for the efficient development and redevelopment of land within the RUL in order to allow job and housing growth through the end of the planning period.

LU-3.6 The City shall program land uses so as to maximize the use of available public facilities and minimize the need for new facilities.

LU-3.7 The City shall maintain adequate supply of land designated for residential uses to accommodate the plan's projected population growth. To this end, the City shall monitor the ability of the plan to achieve this growth through such means as monitoring of plan changes from residential to nonresidential designations, preparation and review of annual growth management reports, and other measures as appropriate, and shall undertake responsive actions as necessary.

LU-3.8 The City shall monitor county employment and housing development trends to evaluate their impacts on the city's jobs/housing balance.

LU-3.9 The City shall coordinate growth and development with surrounding jurisdictions, the Local Agency Formation Commission (LAFCO), Congestion Management Agency, Napa County Flood Control District, and other agencies as appropriate to maintain open space between communities and promote common goals.

LU-3.10 The City shall encourage the use of special committees, joint boards, and other efforts to coordinate the management of growth and development, especially in relation to jobs/housing balance, transportation, and flood control issues.

IMPLEMENTATION PROGRAMS

LU-3.A The City shall work with LAFCO to complete a sphere study and establish a revised sphere of influence consistent with the city's RUL, LAFCO laws, and applicable criteria.

Responsibility: City Council; Planning Department

Time Frame: FY 99-03

LU-3.B The City shall institute a development monitoring program that will include annual growth monitoring reports to the City Council covering the rate, type and amount of residential, commercial, and industrial activity, comparing the rate to the previous one- and five-year periods.

Responsibility: City Council; Planning Department

Time Frame: Annually

LU-3.C The City shall prepare projections of future absorption rates and employment development to guide future City Council policy.

Responsibility: City Council; Redevelopment and Economic Development Coordinator

Time Frame: Annually

RESIDENTIAL NEIGHBORHOODS

Napa includes residents from all walks of life and a diverse housing stock to meet their needs. According to California Department of Finance estimates, of the city's 26,577 homes (1995), 62 percent were single-family detached homes, 25 percent were multiple family units, 7 percent attached single-family homes and another 5 percent mobile homes. The city's housing stock ranges from the merchant mansions built in the late 1800s in the "Old Town" area near downtown, to the working class cottages of the early 1900s, to the traditional ranch style subdivisions of the 1950s and 60s, to the large custom homes of the 1990s. Multi-family housing is found in different areas of the city, with most concentrated along major streets such as Soscol and Freeway Drive. Mobile home parks are also found throughout the city as are a variety of residential care facilities for the elderly.

Perhaps the strongest sentiment to arise from the extensive public outreach program conducted during the General Plan update process was the community's desire to conserve the character of existing neighborhoods. Accompanying the desire to conserve neighborhood character was the desire to ensure that the diversity of housing types and people that characterizes Napa today would be retained into the future.

The approach to neighborhood conservation used in this General Plan focuses on first identifying the special physical characteristics that define a neighborhood, and then applying strategies which conserve those qualities.

The plan strongly encourages new infill development to be patterned after existing nearby development; consistency with the design characteristics of the adjacent neighborhood is especially important.

Each city neighborhood is classified as one of seven neighborhood "types." Many factors were considered in defining those types: the age and type of homes, the relationship of homes to the street, and the diversity or homogeneity of housing styles. Some areas are highly diverse; other areas are homogenous where highly divergent styles would disrupt that neighborhood pattern. These seven typologies are summarized in Table 1-3 and explained more thoroughly in Appendix B.

Neighborhoods are further subdivided into "pods", smaller geographic units that are described in the Land Use Diagram with specific density standards. By requiring that new development conform to a few defining neighborhood characteristics and requiring that the density of new development be within specified ranges similar to existing development, the land use plan ensures that future infill development is consistent with the character of the surrounding neighborhood, while allowing enough flexibility to ensure that each new home need not look exactly like its neighbors.

Major new undeveloped areas (i.e., Big Ranch) include designations based on specific plans that have been adopted during the General Plan update process.

LU-2.2 The City shall continue to cooperate with the County to ensure that land proposed for development within the RUL is annexed to the city, and land outside of the RUL is conserved primarily for agriculture and other resource and open space uses.

See Chapter 9, Administration, for criteria for considering any General Plan amendments that would modify the RUL.

GROWTH MANAGEMENT

As a result of Napa's RUL and other strategies, growth in Napa has been relatively slow by the standards of other communities on the fringe of the Bay Area. Rather than the 4 to 5 percent annual growth rates experienced by such communities as Fairfield or Vacaville, the city of Napa's housing stock grew at an annual average rate of 1.3 percent between 1980 and 1990, a rate comparable to the average for the Bay Area as a whole.

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To preserve its diversity and its economic vitality while limiting the city's outward expansion, the plan establishes a growth monitoring and management program.

GOAL LU-3 **To maintain an even rate of development within the RUL over the time frame of the General Plan.**

POLICIES

LU-3.1 The City shall prezone unincorporated land within the RUL to ensure the orderly transition of land uses within the city's urbanizable area.

LU-3.2 To minimize urban/rural conflicts (e.g., pesticides, odors, noise, vandalism, feral pets), the City shall ensure a buffer is provided (agricultural setback) between residential uses on the periphery of the RUL and productive agricultural land outside the RUL.

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LU-3.8 The City shall monitor county employment and housing development trends to evaluate their impacts on the city's jobs/housing balance.

LU-3.9 The City shall coordinate growth and development with surrounding jurisdictions, the Local Agency Formation Commission (LAFCO), Congestion Management Agency, Napa County Flood Control District, and other agencies as appropriate to maintain open space between communities and promote common goals.

LU-3.10 The City shall encourage the use of special committees, joint boards, and other efforts to coordinate the management of growth and development, especially in relation to jobs/housing balance, transportation, and flood control issues.

IMPLEMENTATION PROGRAMS

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Responsibility: City Council; Planning Department

Time Frame: FY 99-03

LU-3.B The City shall institute a development monitoring program that will include annual growth monitoring reports to the City Council covering the rate, type and amount of residential, commercial, and industrial activity, comparing the rate to the previous one- and five-year periods.

Responsibility: City Council; Planning Department

Time Frame: Annually

LU-3.C The City shall prepare projections of future absorption rates and employment development to guide future City Council policy.

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Time Frame: Annually

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Neighborhoods are further subdivided into "pods", smaller geographic units that are described in the Land Use Diagram with specific density standards. By requiring that new development conform to a few defining neighborhood characteristics and requiring that the density of new development be within specified ranges similar to existing development, the land use plan ensures that future infill development is consistent with the character of the surrounding neighborhood, while allowing enough flexibility to ensure that each new home need not look exactly like its neighbors.

Major new undeveloped areas (i.e., Big Ranch) include designations based on specific plans that have been adopted during the General Plan update process.

Table 1-3 NEIGHBORHOOD TYPOLOGIES	
TYPE A **Post War Tract Subdivisions**	Characterized by uniformity in platting patterns, street designs, building types, and relationship of home to lot (i.e., uniform setbacks).
TYPE B **Estate Residential**	Characterized by platting patterns with large, regularly shaped lots and custom homes that vary in lot placement and structural and landscape design. The pattern of these areas was generally established through subdivision of large tracts of vacant land. Irregular lot configurations and curvilinear street systems are a result of topography and other natural constraints.
TYPE C **Period Tract Subdivisions**	Characterized by homogeneous platting patterns of lots up to one-half acre along gridiron or curvilinear streets. Include some diversity of building types and maintenance levels since structures were developed over time.
TYPE D **Ranchettes**	Land divided over time through multiple land partition actions. Include a large number of irregularly shaped and/or sized lots, typically from one to five acres in size. Diversity in physical neighborhood character factors (e.g., varying architectural style and period). Often lack public improvements such as streetscaping and sidewalks.
TYPE E **Deep Lot Subdivisions**	Characterized by large, regularly-shaped lots that are most often developed with post-1950 homes. Lot width to depth ratios typically exceed 1:3. Development patterns generally include regular individual lot setbacks and house sizes. Street patterns are usually gridiron and are often narrow.
TYPE F **Traditional Neighborhoods**	Characterized by small lots laid out in a predominantly gridiron pattern; radial streets and alley may also be included in the street grid. These areas were typically platted before the 1930s, with "period" architecture. Uses include a mix of housing types.
TYPE G **Attached Unit Residential**	Dominated by residential uses other than single-family detached homes; primarily attached unit residential structures that vary in scale from concentrations of duplexes and triplexes through areas dominated by apartment and condominium/townhome development. Irregular platting patterns and lot sizes, often with extensive public and private improvements.

GOAL LU-4 **To preserve and enhance the residential character of existing neighborhoods and provide for new residential development consistent with the city's character and urban form.**

POLICIES

LU-4.1 The City shall require new residential development to conform to the density range shown in Table 1-4 (unless site-specific physical or environmental constraints preclude the achievement of the minimum density), and to be consistent with the general neighborhood typology (see Table 1-3 and Appendix B) of the surrounding area. The City may require clustering in environmentally sensitive areas when special measures are adopted to ensure the sensitive portions of each property remain undeveloped in the future.

LU-4.2 The City shall allow for convenient supporting services and alternative residential types to meet special needs by permitting recreational uses, public and quasi-public uses, churches, day care and congregate living facilities, and single room occupancy units in residentially-designated areas, when they meet the standards for development that protect neighborhood character.

LU-4.3 The City shall encourage the development of housing for the elderly, disabled, and low-income households in every planning area with residential Pods, where the City determines the development is compatible with surrounding land uses and where site conditions and service capabilities permit. Sites considered especially appropriate for these uses are those accessible to transit, commercial, and medical services. Planned developments, condominiums, and mobile home parks are considered to have unique, self-contained development patterns that can be designed with little impact on the existing development pattern.

LU-4.4 The City shall grant density bonuses and other incentives to encourage development of housing affordable to low-income households (as described in the Housing Element).

LU-4.5 The City shall allow development of attached units in the Single Family Infill (SFI) and Traditional Residential (TRI) land use designations and encourage units that will provide housing affordable to elderly, disabled, or low income persons when such units are compatible with the design characteristics of surrounding residential uses.

LU-4.6 The City shall establish non-density incentives (e.g., streamlined permitting, specific plans, public-private partnerships) to encourage the private sector to develop infill projects.

LU-4.7 The City shall use systematic code enforcement, cooperative neighborhood improvement programs, and other available incentives, regulatory measures, and enforcement tools to maintain and improve neighborhoods, focusing on neighborhoods identified as high priority.

LU-4.8 The City shall continue to solicit active neighborhood participation in addressing neighborhood problems such as graffiti, vandalism, and poor property maintenance.

LU-4.9 The City shall seek to eliminate incompatible land uses or blighting influences from residential neighborhoods through targeted code enforcement and other available regulatory measures.

LU-4.10 The City shall require the preparation and adoption of specific plans for large areas of undeveloped land or areas with special infrastructure or financing considerations.

LU-4.11 The City shall continue to recognize the benefit of its street trees to the quality of life and character of its residential neighborhoods. (*See Chapter 5, Parks and Recreation).*

IMPLEMENTATION PROGRAMS

LU-4.A The City shall revise the Zoning Ordinance to conform to the land use intensity and residential pattern descriptions of the General Plan.

Responsibility: Planning Department; Planning Commission; City Council

Time Frame: FY 99-03

LU-4.B The City shall prepare residential development guidelines to implement the neighborhood typology concept described in Appendix B. Investigate the use of floor area ratios, setback averaging and other means to encourage project design compatible with neighborhood character.

Responsibility: Planning Department

Time Frame: FY 99-03

LU-4.C The City shall investigate the adoption of a rental unit licensing fee for rental units and boarding houses in the city for purposes of generating funds to support city neighborhood improvement programs in the areas where rental and boarding units are located.

Responsibility: Finance Department; City Council

Time Frame: FY 99-03

LU-4.D The City shall establish criteria to identify neighborhoods, or parts thereof, that require improvements and services, and prepare a list of these areas ranked by priority.

Responsibility: Neighborhood Improvement Team; City Council

Time Frame: FY 99-03

LU-4.E The City shall investigate the possibility for the adoption of operational standards for rental properties, including boarding houses, in the interest of maintaining the health, safety and welfare of renters and the surrounding neighborhoods.

Responsibility: Housing Authority; City Council

Time Frame: FY 03-05

LU-4.F The City shall review the non-conforming provisions of the Zoning Ordinance (NMC § 17.82) and consider provisions for amortization of legal non-conforming uses and structures that may be incompatible with or severely impact residential, commercial or industrial areas.

Responsibility: Planning Department; Planning Commission; City Council

Time Frame: FY 03-05

ECONOMIC DEVELOPMENT/ NONRESIDENTIAL DEVELOPMENT

Napa's competitive strength which draws businesses and industries to this community lies primarily in its proximity to a growing and healthy Bay Area economy, while having a high quality environment and "small town" character.

Many of the policies in this plan seek to protect both the city's character and its environment. The plan also, however, carefully delineates where new economic growth is possible and desirable: in downtown, in Napa Valley Corporate Park, and in other identified areas throughout the community. The plan also allows for a wide variety of industries: high-tech industries in the corporate park, some traditional industrial uses at the south end of the city; lighter industry in some of the traditional industrial areas near downtown; office/commercial uses in downtown, and tourism in downtown and elsewhere.

The plan responds to Napa's local shopping, entertainment, and service needs by allowing greater flexibility to locate some local serving uses near existing neighborhoods, while continuing to promote downtown as the cultural, governmental, specialty retail, and tourism hub of the city. The economic vitality of the community also relies on the strength and diversity of existing businesses. The plan supports programs that retain and enhance these businesses. Finally, critical elements for local economic well-being are policies oriented toward strengthening the partnership between local business and city government.

The plan encourages a balanced and vibrant local economy by:

- Building on Napa's competitive strengths as a place to do business;
- Promoting compatible commercial development to meet the shopping, entertainment, and service needs of Napa's residents;
- Encouraging appropriate jobs for its residents; and
- Retaining and enhancing existing businesses

These are expressed in the subsections that follow, addressing the various kinds of nonresidential development and general economic development techniques.

COMMERCIAL DEVELOPMENT

Napa's commercial land uses provide shopping and employment opportunities for its residents, employees, and visitors. Major commercial centers include downtown, the Soscol Avenue auto row, and commercial development along the city's major corridors.

The plan provides for a variety of commercial areas conveniently located to meet the shopping, entertainment, and service needs of Napa residents.

GOAL LU-5 **To encourage attractive, well-located commercial development to serve the needs of Napa residents, workers, and visitors.**

POLICIES

LU-5.1 The City shall seek to improve the character and viability of commercial areas and allow for a range of goods and services convenient to Napa residents through planning and zoning incentives.

LU-5.2 The City shall restrict or impose conditions on significant traffic-generating land uses along crucial corridors. When feasible, the City shall seek to improve the appearance and internal integration of existing strip commercial areas by implementing the following:

a. When new development is proposed or when an opportunity arises due to use changes within an existing strip area, the City shall encourage shared parking and access (reducing curbcuts), shared design features, shared signing, consistent landscape treatments across frontages, and other integrating features.

b. The City shall not permit the development of new strip commercial areas lacking appropriate access control, or extensions of existing areas along arterials and collectors through development at the terminus of existing commercial strips.

c. To reduce the impacts of existing commercial uses on crucial corridors and other major streets, the City may not allow certain uses generating significant traffic *(see Crucial Corridors section of Chapter 3, Transportation).*

LU-5.3 The City shall require major new commercial projects to be designed to support mass transit and alternative modes of transportation.

LU-5.4 The City shall permit expansion of compatible commercial uses adjacent to residential areas only when such expansion will be appropriately buffered and site design will preclude the introduction of nonresidential traffic into the neighborhood.

LU-5.5 The City shall reserve office commercial areas near the Queen of the Valley hospital for exclusive use by medical/dental offices, medical laboratories, pharmacies, congregate living facilities and similar, related uses.

LU-5.6 Free-standing or clustered tourist commercial uses (e.g., entertainment, commercial recreation, lodging, fuel) shall be located in areas where traffic patterns are oriented to major arterial streets and highways and/or where expansion or development will not adversely affect existing residential, office, or neighborhood commercial developments.

LU-5.7 The City shall encourage developers of larger commercial projects to provide for on-site mixed uses that would allow employees to make non-work-related trips (e.g., banking, lunch, dry cleaning, recreation, child care) without having to use their automobiles.

LU-5.8 The City shall encourage automobile-oriented uses to locate parking in areas less visible from the street (e.g., reverse frontage commercial centers).

IMPLEMENTATION PROGRAMS

LU-5.A The City shall prepare and adopt design guidelines to guide placement, scale, massing, and parking area design of new commercial

developments; emphasizing reverse frontage designs, placement of buildings to define street edges and spaces, traffic circulation across property lines, mass transit access, and site design that produce a unified pedestrian environment.

Responsibility: Planning Department; Planning Commission; City Council

Time Frame: FY 99-03

LU-5.B The City shall develop standards for landscaped parking layouts, streetscaping, mass transit, unified signage, lighting, street furniture, buffering, delivery/ unloading areas, and other related features that will improve the appearance and function of commercial and office areas.

Responsibility: Planning Department; Planning Commission; City Council

Time Frame: FY 99-03

LU-5.C The City shall develop zoning incentives to promote development of higher density residential uses in and adjacent to existing commercial areas.

Responsibility: Planning Department; Planning Commission; City Council

Time Frame: FY 99-03

LU-5.D The City shall develop zoning incentives to improve the character and viability of existing commercial areas.

Responsibility: Planning Department; Planning Commission; City Council

Time Frame: FY 99-03

LU-5.E The City shall analyze the market potential of existing linear commercial areas to determine if changes in permitted land uses, infrastructure, and public services could improve the economic viability of these areas.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department

Time Frame: FY 99-03

DOWNTOWN

Retaining a healthy downtown has long been a goal for City leaders. The historic downtown is a significant element of Napa's identity, but it has not fared well economically over the past 30 years. Auto-accessible shopping malls along Trancas Street and elsewhere in the city have eroded downtown's retail vitality. Larger "power retail centers" in nearby cities have captured part of downtown's former retail niche.

Successive plans and redevelopment efforts to provide a formula for an economic boost to downtown and return it to its place at the economic heart of the city have had only marginal success. A major new shopping center in downtown has yet to be fully leased. Parking garages with hundreds of free parking spaces have not provided the incentive to lure shoppers back to downtown. New landscaping and brick walkways have not made a noticeable difference in economic vitality. While downtown continues to be the governmental and cultural heart of the city, it is the lack of a sufficient density of retail, cultural, and entertainment uses that continues to be the greatest single challenge. This is not to say that downtown has failed. Downtown still generates more retail sales than any other part of the city with the exception of "Auto Row" along Soscol Avenue.

GOAL LU-6 **To improve the vitality and character of downtown through planning, design, business-community partnerships, and City programs and projects that encourage a variety of social, entertainment, cultural, retail, administrative, and government uses.**

POLICIES

LU-6.1 The City shall require retail and commercial uses to orient to the sidewalk or public spaces and to maintain an active street frontage in the pedestrian-oriented parts of downtown.

LU-6.2 The City shall work with local preservation groups and downtown property owners to improve building facades and exteriors consistent with the historic and visual character of downtown.

LU-6.3 The City shall promote the continued rehabilitation and reuse of historic downtown structures through financial assistance packages and other mechanisms, including assistance from the Napa Redevelopment Agency.

LU-6.4 The City shall promote riverfront development that reorients downtown to the Napa River and shall encourage creative designs during the development review process.

LU-6.5 The City shall provide for development of hotel and conference facilities in the downtown area. The City shall encourage any hotel developer to tie the facility to downtown and riverfront restoration through physical improvements and joint promotional involvement.

LU-6.6 The City shall enhance public access to the downtown, including a stronger link to downtown residential neighborhoods, through improvements to directional signs, roads, transit, and pedestrian and bike trails along streets and the river.

LU-6.7. The City shall promote 24-hour activity in the downtown, by allowing development that mixes residential and commercial uses in the same structures and supporting entertainment and cultural uses in the downtown.

LU-6.8. The City shall identify key entry points and blighted conditions on the edges of downtown and support programs and projects that enhance downtown gateways and transitional zones between downtown and surrounding neighborhoods. The City shall seek to remove blighting conditions at key entry points to make downtown more inviting for residents and visitors.

LU-6.9. The City shall support government and private projects that improve the public spaces of downtown to better serve the cultural, recreational and special event needs of the city. Where feasible and practical, the City shall promote integration of public open space with adjacent private business to create active environments.

LU-6.10 The City shall continue to support development of public amenities along the Napa Riverfront such as parks, plazas, trails, docks and landscaping.

LU-6.11 The City shall support appropriate infrastructure improvements for downtown, including those outlined in the Redevelopment Agency's Five-Year Implementation Plan.

LU-6.12 The City and Redevelopment Agency shall prepare incentive programs and regulatory ordinances that stimulate public and private investment in the downtown.

LU-6.13 The City shall support and encourage the development of art and cultural institutions in the downtown area.

IMPLEMENTATION PROGRAMS

LU-6.A The City shall prepare a plan, including land use goals, a business incentive program, and design guidelines to promote high quality private and public development and redevelopment in the downtown. The plan should address design alternatives that would better incorporate the Napa River as a commercial and recreational focus for downtown.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department; Community Resources Department; City Council

Time Frame: FY 03-05

LU-6.B The City shall prepare and adopt zoning and other code modifications that encourage 24-hour activity in the downtown, including mixed uses within structures and supporting entertainment and cultural uses downtown.

Responsibility: Planning Department; Planning Commission

Time Frame: FY 99-03

LU-6.C The City shall prepare a strategy to upgrade the downtown parking garages, including increased lighting and repainting, and ongoing maintenance and monitoring of the elevators.

Responsibility: Public Works Department

Time Frame: FY 03-05

LU-6.D The City and Redevelopment Agency shall develop programs to encourage historic building restoration and existing building reuse such as streamlined processing procedures, and facade and seismic retrofitting programs.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department; Planning Commission; City Council/ Redevelopment Agency

Time Frame: FY 99-03

LU-6.E The City and Redevelopment Agency shall investigate programs and regulatory procedures to stimulate the rehabilitation and reuse of vacant downtown buildings.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department; Planning Commission; City Council/ Redevelopment Agency

Time Frame: FY 03-05

LU-6.F The City and Redevelopment Agency shall work with existing organizations, professional groups, and agencies in the downtown to develop a targeted recruitment and retention strategy and a plan to promote and market the city as a viable place for business.

Responsibility: Redevelopment and Economic Development Coordinator; City Council/ Redevelopment Agency

Time Frame: FY 03-05

INDUSTRIAL DEVELOPMENT

The city has a broad range of industrial uses, generally concentrated in the southern part of the city, in or near the Napa Valley Corporate Park. Other major industrial and heavy commercial areas occupy land along the east and west sides of State Route (SR) 29 south of First Street, and between Soscol Avenue and the Napa River. A light industrial area straddles the railroad tracks at California Boulevard near SR 29 and Trancas Street. Antiquated industrial and heavy commercial uses, which once included tanneries, are also located between the Napa River and Coombs Street near Spruce Street, and west of Soscol Avenue south of Lincoln Avenue.

GOAL LU-7 **To achieve diverse industrial opportunities in suitable locations to provide employment for Napa residents and promote economic growth in the city.**

POLICIES

LU-7.1 The City shall promote a wide range of job opportunities and a healthy economy by encouraging industry in appropriate locations, as shown on the Land Use Diagram.

LU-7.2 The City shall encourage the relocation and replacement of existing industrial uses that are in locations that compromise the goals and standards of this General Plan

LU-7.3 The City shall encourage development of support services such as dining, recreation, and child care in the city's industrial categories to provide employee-related services near the workplace.

LU-7.4 The City shall ensure that industrial development is designed and operated to minimize noise, heat, glare, dust, unscreened storage yards, air emissions, hazardous materials generation, and other negative effects.

IMPLEMENTATION PROGRAMS

LU-7.A The City shall develop a targeted recruitment strategy to attract clean and compatible industries to the city which offer diverse employment strategies.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department; City Council

Time Frame: FY 03-05

LU-7.B The City shall develop a retention program focused on the existing business community.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department; City Council

Time Frame: FY 99-03

LU-7.C The City shall promote the use of the Recycling Market Development Zone as an incentive to expand or relocate to Napa.

Responsibility: Redevelopment and Economic Development Coordinator; City Council

Time Frame: FY 99-03

MIXED USE DEVELOPMENT

The General Plan encourages mixed use development (commercial/residential/cultural/entertainment/ office) in select locations to provide the opportunity for more affordable housing, more active commercial locations, to minimize the need for automobile travel, and to allow cultural and entertainment activities that complement and support the downtown.

Mixed uses are encouraged downtown and in infill locations designated as "Mixed Use" on the Land Use Diagram.

GOAL LU-8 **To promote the development of projects with a mix of uses to reduce the need for automobile travel and improve their vitality.**

POLICIES

LU-8.1 The City shall promote efficient use of larger vacant parcels and vacant areas of the city by encouraging mixed use development.

LU-8.2 The City shall promote the renovations and reuse of existing buildings in the downtown and mixed use areas.

IMPLEMENTATION MEASURES

LU-8.A The City shall develop zoning incentives to encourage innovative design that optimizes the use of vacant land through flexible development standards, shared parking, landscaping, and site amenities.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department

Time Frame: FY 03-05

LU-8.B The City shall develop zoning incentives that encourage mixed use redevelopment in the downtown area through the reuse of existing buildings.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department; Cultural Heritage Commission; City Council

Time Frame: FY 99-03

NAPA RIVER

The General Plan celebrates the importance of the Napa River as a defining natural feature of the City. The March 1998 victory of Measure A, a flood management and river restoration initiative, is an extraordinary achievement and a national model for American communities. The revitalized "living Napa River" will have a powerful social and economic impact on downtown and the entire City. The General Plan begins to bring together goals and policies which reflect the importance of the river in the vision of the future of the City. It also sets the stage for immediate development of a new River Element and other planning efforts to more fully explore and promote this vision.

GOAL LU-9 **A restored, healthy, living Napa River which is the vibrant central defining feature of Downtown and the City of Napa.**

POLICIES

LU-9.1 The City shall recognized the dynamic opportunities created by the Napa River Flood Management Project in its plans for Downtown and the river corridor.

LU-9.2 The City shall recognize new considerations identified and created by the Napa River Flood Management Project, such as strengthening watershed protections, in making future decisions.

IMPLEMENTATION PROGRAMS

LU-9.A The City commits to providing funds and moving forward with additional planning efforts for the Napa River that will guide future river oriented urban development and provide for watershed protection within the RUL. Such efforts may include a River Element, strategic plan, design guidelines, or other planning tools and should be based on a broad-based, community participation process.

Responsibility: Planning Department; Redevelopment and Economic Development Coordinator; Public Works Department; Community Resources Department; Planning Commission ; City Council

Time Frame: FY 99-03

LU-9.B The City shall immediately move forward to adopt interim regulations to monitor/control development in the river area until planning efforts are completed.

Responsibility: Planning Department; Planning Commission; City Council

Time Frame: FY 99-00

LU-9.C The City shall create and endorse an interim educational document which recognizes the importance of the Napa River, acknowledging the need to focus planning efforts on future land uses along the Napa River; consolidates General Plan policies that affect the Napa River and its watershed and clarifies their importance in the context of planning for the Napa River; contains "living River" flood management concepts and design information; includes a program of future tasks, schedule and administrative methods for implementing the Flood Management Project; and states the City's commitment to complete a future comprehensive planning study for the river.

Responsibility: Planning Department; Planning Commission; City Council

Time Frame: FY 99-00

LU-9.D The City shall complete implementation programs identified in other sections of the Plan, such as the Storm Drainage Master Plan, which assist in protecting and enhancing the river and its ecosystem.

Responsibility: Public Works Department; City Council

Time Frame: Ongoing

URBAN FORM AND OPEN SPACE

The City of Napa, surrounded by a beautiful natural environment, leaves a lasting impression on residents and visitors alike. The Napa Valley is first, and foremost, an agricultural region of world renown. The outstanding quality of its viticulture products has long made the best known wine producing region in the United States.

While vineyards and wineries dominate the landscape, Napa's natural environment is much more than a backdrop for the area's agricultural and tourist industries. Wild hillsides and open grasslands are home to a variety of native and imported species of plants and animals. The marshlands along the Napa River and its tributaries are home to several rare and endangered species. Critical estuarine habitat and breeding areas for many species of native birds and fish can also be found here. The city's most significant natural feature, the Napa River, has long been recognized as a tremendous opportunity for a natural amenity through the heart of the city, linking neighborhoods with downtown. However, the opportunity presented by the river has yet to be fulfilled.

The fragility of these precious natural resources, and the ease with which they can be permanently changed by development, has long been recognized by the community. The City of Napa has acted to protect its sensitive riparian corridors and hillsides from over development while the RUL protects the invaluable agricultural lands and open space resources that surround it.

A theme running throughout this plan is the need to conserve and enhance the natural resources, both inside and outside of the RUL, which define the City of Napa. The General Plan seeks to achieve this objective by:

- Confining urban development to the area within the RUL.
- Establishing special development standards which protect existing sensitive resources and viewsheds such as hills and wetlands.
- Requiring that development fit the land.
- Allowing the reclamation of lands near the river for sensitive urban use, and promoting flood control only if it can be achieved at an acceptable environmental cost.
- Encouraging the purchase of open space or development rights when necessary to protect the greenbelt and RUL policies.

Appendix F of this document is an "Open Space Action Program" which consolidates the policies and programs from throughout the General Plan that address Open Space and help to achieve these objectives.

GOAL LU-10 **An urban pattern that recognizes the opportunities and constraints presented by the environmental setting and includes accessible natural amenities - including hills, watercourses, and wetlands - benefiting city residents, workers and visitors.**

POLICIES

LU- 10.1 The City shall promote an urban form that integrates the urban environment with the city's natural features.

LU- 10.2 The City shall continue to apply special development standards to proposed development within or adjacent to the following areas:

- Riparian corridors and wetlands (including the Napa River);
- Hillsides;
- Critical wildlife habitat; and
- Agricultural land outside the RUL

LU- 10.3 The City shall encourage the maintenance of wildlife corridors (*as described in Chapter 7, Natural Resources*) and discourage the fragmentation of large natural plant communities when environmentally-sensitive sites are developed.

LU- 10.4 The City may require planned unit and cluster forms of developments in environmentally-sensitive areas

LU- 10.5 When proposed development within the density ranges prescribed by the underlying land use designation is inconsistent with conservation of critical environmental resources, the City Council may reduce the project size, scale, or density (to less than the minimum density) provided the City Council makes one or more of the following findings:

a. The site has specific physical constraints which may include but not be limited to geologic, flood, fire, or erosion hazards, that substantially limit design and development alternatives; or

b. The site has specific environmental or cultural resources which may include but not be limited to riparian or marshland/wetland areas, archaeological or other historical resources that would be adversely affected by a projected developed at the minimum densities prescribed by the General Plan; or

c. The site is adjacent to or close to (within ¼ mile) of important agricultural resources or other areas devoted to permanent agricultural activities which in the City Council's judgment are significant and would be adversely affected by a project developed at the minimum densities prescribed by the General Plan.

LU- 10.6 The City shall develop programs which mitigate potential flooding impacts along the Napa River to allow for efficient use and rehabilitation/development of lands near the river. *(See "Flooding" section of Chapter 8, Health and Safety.)*

IMPLEMENTATION PROGRAMS

LU- 10.A The City shall conduct a study of lands which may require special standards due to viewshed, resource, habitat, geotechnical or other considerations and apply the RA – Resource Area designation where appropriate.

Responsibility: Planning Department;
Public Works Department;
Planning Commission;
City Council

Time Frame: FY 99-00

LU- 10.B The City shall revise the Zoning Designation of "AR – Agricultural Residential District" (NMC § 17.10) by renaming it "AR-Agricultural - Resource District" to more closely reflect the RA General Plan designation; and, by requiring a Conditional Use Permit for all uses (except one single family residence on a parcel), with a list of considerations that reflect the Resource, Conservation and Health and Safety purposes of the General Plan.

Responsibility: Planning Department;
Public Works Department;
Planning Commission;
City Council

Time Frame: FY 99-00

LU-10.C The City shall develop a program to mitigate tree removal impacts in viewshed areas to apply prior to, during, and after project development.

Responsibility: Planning Department;
Public Works Department;
Planning Commission;
City Council

Time Frame: FY 03-05

ECONOMIC DEVELOPMENT STRATEGIES

The first component of Napa's economic development strategy is "business retention", or enhancing and strengthening the market potential of the existing business community. The city currently has a diverse economic base represented by commercial, industrial, corporate, institutional, and governmental businesses. The city has a healthy business climate where many new jobs can be created through the expansion of existing businesses. Napa is also fortunate to be located in one of the most popular tourist areas in the state, which broadens the city's economic base. The existing business community will serve as the foundation for Napa's economic growth in the future.

The second component of Napa's economic development strategy is "business recruitment". The City will recruit new employment opportunities by targeting corporations, industries, and commercial endeavors which complement the existing business community and fill voids in existing sectors. The City will seek businesses which provide diverse employment opportunities and broaden the existing economic base.

The City's economic development strategy will focus on

programs that carry the city into the 21st Century. As the community grows and as business evolves, the City will maintain and design programs that respond to the needs of the business community. The economic development strategy outlined in this section focuses on business retention and recruitment in four specific areas.

Tourism and Hotels: The county's tourism business is projected to continue to grow over the next 25 years and the city's economic analysis indicates that there is likely to be a need for at least two additional hotels and other tourism-related business in the next 25 years.

Auto Row: Auto Row along Soscol Avenue provides more sales tax revenue than any other retail area of the city. It is therefore critically important to retain and even enhance this auto sales area.

Downtown: Downtown should be able to provide for a growing tourist, cultural, entertainment, professional, and specialty retail market over the next 20 years. The American Center for Wine, Food, and Art (CWFA), located on the "Oxbow" of the Napa River will be a catalyst for downtown. The Jarvis Conservatory, opening of the Opera House in 1999, the expansion of entertainment and dining options, along with the restoration and rehabilitation of historic buildings will generate a renewed interest in the downtown as a place for business, shopping, and entertainment. Public investment matched by private investment will continue to facilitate the revitalization of this area.

Business Parks: The city and county business parks are likely to continue to grow with a variety of tenants attracted to Napa County's renowned quality of life. Maintaining a diverse economy, and especially attracting businesses with a high proportion of relatively well-paying jobs, will allow a closer fit between jobs and residents.

GOAL LU-11 **To create a balanced economy by encouraging partnerships with the business community and encouraging a diverse economy.**

POLICIES

LU-11.1 The City shall encourage business community/city partnerships that implement common economic goals.

LU-11.2 The City shall continue to maintain and establish partnerships between education, business, nonprofit organizations, and local government to connect education, counseling and job-training opportunities with local jobs.

LU-11.3 The City shall continue to foster close ties between local government representatives and local business organizations including the Chamber of Commerce, the Downtown Merchants Association, and the Convention and Visitors Bureau, to ensure that government activity supports local business needs.

LU-11.4 The City shall provide economic or other incentives for businesses seeking to locate in Napa when those businesses provide a mix of jobs that match the needs of Napa residents. To this end, the City shall seek to attract employers with a high proportion of technical and managerial jobs.

LU-11.5 The City shall promote economic development activities that support local business retention and expansion.

LU-11.6 The City shall provide incentives for private reinvestment in underused commercial areas where adequate infrastructure exists.

LU-11.7 The City shall support major medical facilities as providers of essential public services and major employers.

LU-11.8 The City shall support the enhancement of the auto sales industry along Soscol Avenue.

LU-11.9 The City shall continue to promote the city of Napa as a tourist destination.

LU-11.10 The City shall actively promote the establishment of a major conference and visitors facility in the City of Napa (e.g., the Center for Wine, Food and the Arts).

LU-11.11 The City shall support the activities of the Napa Expo to promote itself as a multi-user facility.

LU-11.12 The City shall improve visual, transit, and pedestrian linkages between downtown and

existing tourist/visitor destinations such as the Wine Train, Napa Expo, the Factory Outlet Center and other future visitor-oriented development.

LU-11.13 The City shall designate appropriate sites within the RUL to encourage hotel and tourist / conference facility development that will provide direct and indirect fiscal benefits. In particular, the City shall actively promote development of such facilities in the downtown area.

IMPLEMENTATION PROGRAMS

LU-11.A The City shall support the enhancement of the auto sales industry by adopting and implementing an improvement plan for Soscol Avenue.

Responsibility: Public Works Department; Redevelopment and Economic Development Coordinator; City Council

Time Frame: FY 05-07

LU-11.B The City shall prepare and develop a design program for the downtown area that provides visual, pedestrian, and vehicular signage, anchors, entry markers, and other area-defining qualities that enhance the linkages and access between the historic downtown area with key surrounding places.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department; Planning Commission; City Council

Time Frame: FY 99-01

LU-11.C The City will develop a "business retention" program that evolves over time to continue to meet the needs of the existing business community.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department; City Council

Time Frame: FY 00-02

LU-11.D The City will analyze the existing economic base to identify business clusters or niches and develop a targeted "business recruitment" program to bring new business to the community.

Responsibility: Redevelopment and Economic Development Coordinator; Planning Department; City Council

Time Frame: FY 03-05

LU-11.E The City will work with local business organizations to promote the downtown as a tourist destination area.

Responsibility: Redevelopment and Economic Development Coordinator; City Council/ Redevelopment Agency

Time Frame: FY 00-02

LU-11.F The City will develop a list of incentives, programs, and marketing material that can be used to retain and expand the existing business community.

Responsibility: Redevelopment and Economic Development Coordinator; City Council

Time Frame: FY 00-02

LAND USE DIAGRAM AND STANDARDS

The most familiar part of any general plan is the land use diagram showing the types and locations of existing and future development the plan envisions. To appreciate and use the various designations shown on the diagram, the reader must first understand the purpose of each designation and the uses and standards associated with each designation. The following sections describe how the standards are expressed generally, then outline the standards for each of the designations shown on the City of Napa's General Plan Land Use Diagram.

LAND USE DIAGRAM

The Land Use Diagram designates land use for the entire area within the Rural Urban Limit (RUL). Figures 1-4 through 1-15 show the Land Use Diagram by each of the 12 planning areas. A larger scale copy of the map is also available at the Napa Planning Department.

DEVELOPMENT STANDARDS

The Land Use Diagram employs 16 land use designations. These are defined in the following subsection. State law requires that general plans include standards of population density and building intensity for all of the territory covered by the plan. These standards are stated differently for residential and non-residential uses. Following are explanations of how these standards operate.

Residential Uses

Standards of building intensity for residential uses are stated in terms of the allowable range of dwelling units (DU) per net acre.

> ***Net acreage*** includes all land except streets and rights-of-way while ***gross acreage*** includes all property, including streets and rights-of-way.

Standards of population density for residential uses can be derived by multiplying the maximum allowable number of dwelling units per acre by the average number of persons per dwelling unit assumed for the applicable residential designation.

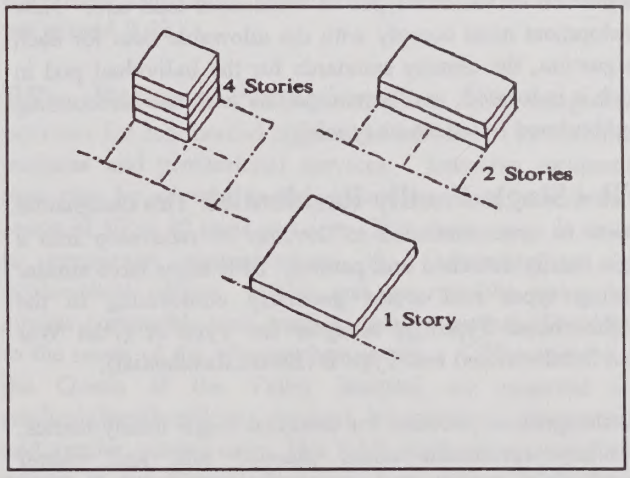
The average number of persons per dwelling unit for each residential designation has been assumed to be 2.54 persons per household, based on 1990 Census data. It is important to note that the average number of persons per household *does not* represent City policy; it simply provides the basis for correlating the permitted number of dwelling units per acre with the potential residents of those units.

Non-Residential Uses

Standards of building intensity for the non-residential designations in the General Plan are stated in terms of maximum *floor-area ratios* (FARs). A floor-area ratio is the ratio of the gross building square footage on a lot to the net square footage of the lot, as shown in the equation below.

$$FAR = \frac{\textit{Gross Building Area}}{\textit{Net Lot Area}}$$

To illustrate, on a lot with 10,000 net square feet of land area, an FAR of 1.00 will allow 10,000 square feet of gross square feet of building floor area to be built, regardless of the number of stories in the building (e.g., 5,000 square feet per floor on two floors or 10,000 square feet on one floor). On the same lot, an FAR of 0.50 would allow 5,000 square feet of floor area and FAR of 0.25 would allow 2,500 square feet. The diagram illustrates conceptually how buildings of one, two, and four stories could be developed on a given lot with an FAR of 1.00.



LAND USE DESIGNATIONS

The Land Use Diagram designates land uses for the entire Rural Urban Limit (RUL). The Land Use Diagram employs 16 residential, commercial, industrial, and other land use designations to depict the locations and types of land uses that will be allowed within the RUL. An additional designation of Greenbelt is applied to certain properties outside of the RUL.

Within these major land use categories, areas are further divided into smaller geographic units, or "pods", that specifically define the density and intensity of future development based on the character of the surrounding neighborhood. Each pod is individually numbered, with the density range provided in Tables 1-4 and 1-5.

Residential

Areas for primarily residential development are shown in four land use designations:

- Single Family Residential (SFR)
- Single Family Infill (SFI)
- Traditional Residential (TRI)
- Multi-Family Residential (MFR)

Parameters for future development and redevelopment are set by the types and styles of structures of the surrounding neighborhood. Since site design relationships are the most important determinants of what may be considered appropriate for any given area, densities in similarly designated areas may differ.

The neighborhood typologies described in the "Residential Neighborhoods" section were the basis in part for designation of various types of residential land use. New development must comply with the allowable uses for each designation, the density standards for the individual pod in which it is located, and be compatible with the surrounding neighborhood based on its typology.

SFR - Single Family Residential: This designation applies to areas intended to develop or redevelop into a single family detached unit pattern. SFR areas have similar building types and styles generally conforming to the Neighborhood Typology analysis for Type A (Post War Tract Subdivisions) and Type B (Estate Residential).

This designation provides for detached single family homes, secondary residential units, planned unit and cluster developments, mobile homes, manufactured housing, and compatible uses such as day care and residential care facilities. Non-residential uses may also be allowed in appropriate locations at the discretion of the City, including bed-and-breakfast inns and public and quasi-public uses of an administrative, educational, recreational, religious, cultural, communications, or public service nature.

Residential densities range generally from 0 to 7 units per net acre, as defined for each pod, although in a few instances net densities can be higher. Allowable residential densities for each pod are shown in Table 1-4. The FAR for nonresidential uses shall not exceed 0.30

SFI - Single Family Infill: These "infill" areas generally consist of single family detached housing with an occasional duplex or triplex. SFI areas include "period tract subdivisions" (Neighborhood Typology, Type C) or "deep lot subdivisions" (Neighborhood Typology, Type E). New development should respect the visual character of a SFI neighborhood, especially as seen from the street, and respect the design characteristics of any surrounding homes. On isolated parcels where there is no immediate established residential character, SFI will allow a range of development types consistent with permitted densities.

This designation provides for detached and attached single family homes, secondary residential units, planned unit and cluster developments, duplexes, triplexes, mobile homes, manufactured housing, and compatible uses such as day care and residential care facilities. Non-residential uses may also be allowed in appropriate locations at the discretion of the City, including bed-and-breakfast inns and public and quasi-public uses of an administrative, educational, recreational, religious, cultural, communications, or public service nature.

Residential densities range generally from 3 to 8 units per net acre, as defined for each pod, although in a few instances net densities can be higher. Allowable residential densities for each pod are shown in Table 1-4. The FAR for nonresidential uses shall not exceed 0.30.

TRI - Traditional Residential: TRI areas are generally the historic neighborhoods of Napa which have developed over time with a variety of residential building types and densities. Portions of some neighborhoods may have developed during one historic period and exhibit common design characteristics, while other areas may have developed over a long period of time and have no common design characteristics. The TRI designation requires that each site be individually reviewed to ensure that new development will complement the existing neighborhood. Flexibility in street setbacks, yards, and other zoning standards may be permitted to ensure compatible design. A variety of housing styles may be permitted so long as they

are compatible with the design characteristics of the surrounding neighborhood and within the permitted density range.

This designation provides for detached and attached single family homes, secondary residential units, planned unit and cluster developments, duplexes, triplexes, manufactured housing, live-work housing, and similar compatible uses such as day care and larger group quarters (e.g., residential facilities and nursing homes. Non-residential uses may also be allowed in appropriate locations at the discretion of the City, including bed-and-breakfast inns and public and quasi-public uses of an administrative, educational, recreational, religious, cultural, communications, or public service nature.

Residential densities range generally from 2 to 8 units per net acre. Allowable residential densities for each pod are shown in Table 1-4. The FAR for nonresidential uses shall not exceed 0.30.

MFR - Multi Family Residential: MFR areas are intended to develop or redevelop into a medium to high intensity attached unit development pattern. Higher density residential uses (over 15 du/acre) shall generally be located nearest to thoroughfares, transit corridors and community serving commercial and public/quasi-public uses. Higher density residential should be promoted and encouraged adjacent to employment and neighborhood-serving commercial uses to ensure the efficient use of land, public facilities and services.

Allowable uses include: attached single family homes, multi-family units, single room occupancy (SRO) facilities, live-work housing, and similar compatible uses such as day care and larger group quarters (e.g., residential facilities and nursing homes). Non-residential uses may also be allowed in appropriate locations at the discretion of the City, including bed-and-breakfast inns and public and quasi-public uses of an administrative, educational, recreational, religious, cultural, communications, or public service nature.

Residential densities range generally from 10 to 40 units per net acre, as defined for each pod, although in a few instances net densities can be higher. Allowable residential densities for each pod are shown in Table 1-4. The FAR for nonresidential uses shall not exceed 0.30.

Commercial

Areas for primarily commercial development are shown in four major categories:

- Tourist Commercial (TC)
- Local Commercial (LC)
- Community Commercial (CC)
- Business Professional (BP)

In addition, the Downtown Commercial (DC) and Mixed Use (MU) designations are described in the next section under "Other Designations".

TC - Tourist Commercial: This designation provides for commercial retail and service uses oriented toward tourists and other visitors to the community. The designation includes destination-resort hotels, motels, and their recreational amenities, such as golf courses, tennis courts, and their related clubs and facilities. This designation also includes community and visitor-serving retail commercial, entertainment, restaurants, service stations, and similar compatible uses. Visitor-serving retail uses which emphasize the historic role of the Napa Valley in viticulture, such as wineries and wine centers, are also permitted. The FAR shall not exceed 1.00.

LC - Local Commercial: This designation provides for commercial uses serving the daily needs of nearby residential neighborhoods, including retail and service uses, restaurants, and banks. These developments are smaller in size and architectural scale and should not create significant impacts on surrounding residential neighborhoods. The FAR shall not exceed 0.35.

CC - Community Commercial: This designation provides for commercial areas serving multiple neighborhoods or the entire community, including retail and service uses, restaurants, banks, entertainment, and offices. These areas should primarily be developed in shopping center configurations or as infill commercial uses in established community commercial areas. The FAR shall not exceed 0.40.

BP - Business Professional: This designation provides for commercial office uses oriented to provision of business and professional services. Intensive residential uses may be allowed at appropriate locations at a density range of 10 to 40 units per acre. This designation is meant to encourage concentrations of administrative and professional offices, public and quasi-public uses, and similar compatible uses, such as retail commercial oriented to the needs of the adjacent businesses. Office areas near the Queen of the Valley hospital are reserved for medical/dental offices, medical laboratories, pharmacies, and similar related uses. The FAR shall not exceed 0.40, except in the Central Planning Area where it shall not exceed 0.50.

Industrial

Areas for primarily industrial development are shown in two major categories:

- Corporate Park (CP)
- Light Industrial (LI)

CP - Corporate Park: This designation provides for manufacturing, warehousing, and office, public and quasi-public uses, and similar compatible uses in a campus-like setting. Intensive industrial uses may be located in CP-designated areas subject to the special design considerations and other criteria that may apply to a specific corporate park. Development in this designation shall have integrated design requirements including extensive landscaping and unifying design features. The FAR shall not exceed 0.40.

LI - Light Industrial: This designation provides for small-scale, manufacturing, fabrication, packaging, storage, equipment repair, and similar related uses. Also included are construction and maintenance yards, trade and technical training facilities, utility plants, and recycling centers and similar facilities. Non-industrial uses may also be allowed in appropriate locations at the discretion of the City, including live-work units and child care centers. The FAR shall not exceed 0.50.

Other

DC - Downtown Commercial: This designation applies to the city's historic commercial area and provides for retail, administrative and other offices, institutional, recreational, entertainment, arts and cultural uses, hotels, conference facilities, transportation and communication facilities, public and quasi-public uses, and similar and compatible uses. Higher density residential uses and mixed residential/commercial uses are also permitted. Residential densities should range from 10 to 40 units per net acre. The FAR shall not exceed 2.00.; however, an increase in FAR up to 2.5 may be allowed on a case by case basis at the discretion of the City, provided the project is compatible with the massing and character of surrounding commercial activities, does not compromise key views in the downtown and does not impact the historic qualities of any structure or feature in the downtown.

MU -Mixed Use: This designation provides for creative infill projects that include the functional integration of retail commercial, office, or light manufacturing space possible with attached dwelling units. Residential densities shall range from 10 to 40 units per acre. This designation is also intended to allow, at appropriate locations, cultural, hospitality, entertainment and visitor oriented uses that complement and support the downtown. The FAR shall not exceed 2.00.

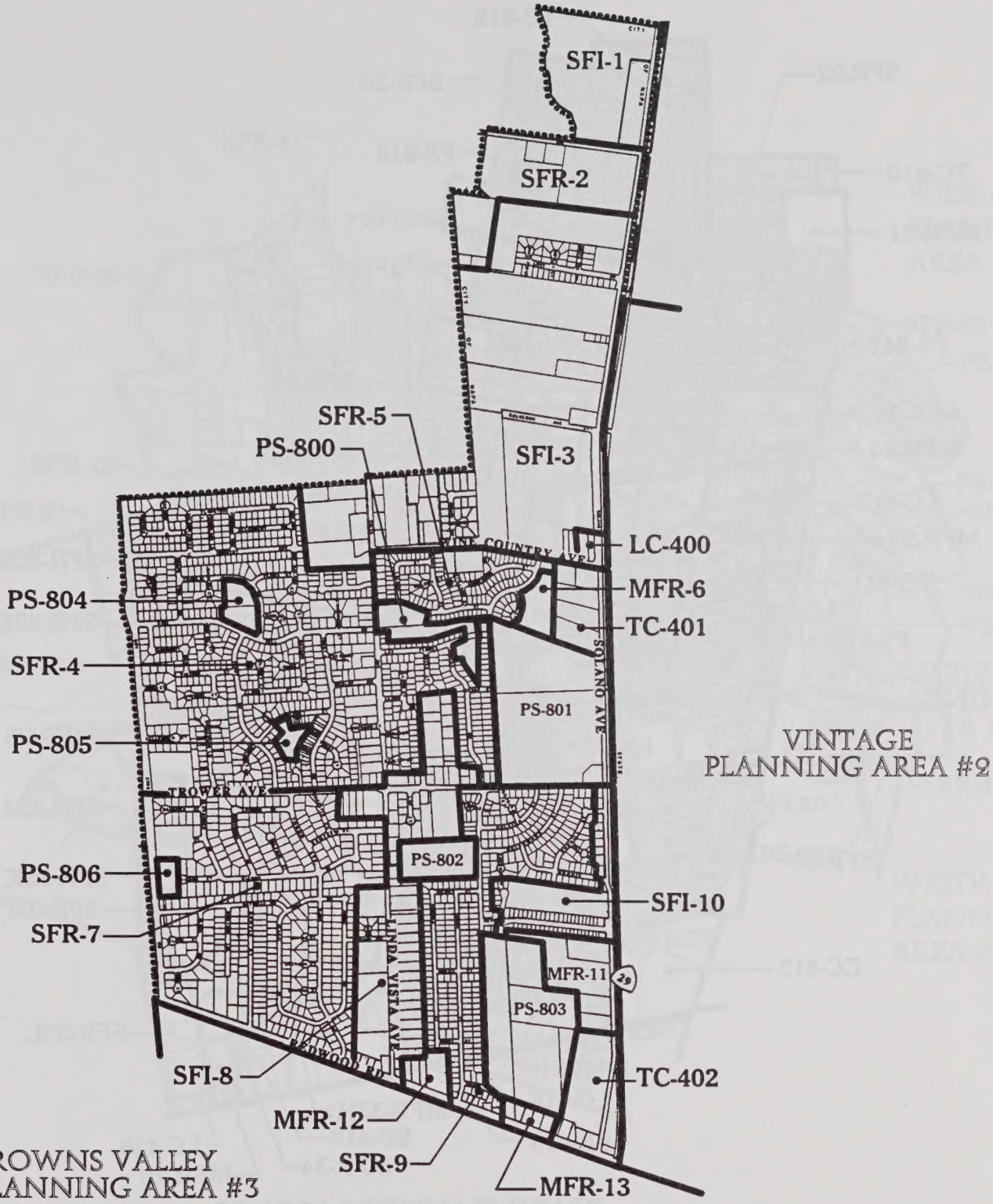
PS - Public-Serving: This designation provides for public and quasi-public sites dedicated to community-serving purposes, such as government offices and related community service facilities, city-wide and community parkland, public schools of all levels and private schools with a significant enrollment, and public health facilities. Conference, exhibition, entertainment and other public gathering uses may also occur in large facilities such as those at the Napa Valley Expo. Up to 0.40 FAR allowed. .

RA – Resource Area: This designation is applied to sensitive lands inside the RUL that require special standards due to viewshed, resource, habitat, geotechnical or other considerations that further the conservation and resource protection goals of the General Plan. Limited, very low-density residential use (up to 1 home per existing parcel) is permitted, with discretionary review of the site development details. Other low intensity uses, such as rural residential (to a maximum of 1 dwelling unit per 20 acres) or agriculture, may be considered at the discretion of the City on a case by case basis. All uses will be assessed to determine if they will impact or change the underlying character or feature that is intended for preservation by the RA designation.

SA – Study Area: This designation is applied to lands which require further evaluation of land use alternatives, development constraints, service availability, etc. Any proposed use shall require a General Plan amendment and environmental review prior to designating permitted land uses and development standards. The city may respond to a specific land use proposed with policies and criteria for use of the site, consistent with the General Plan policies.

G – Greenbelt: This designation is applied to lands outside of the RUL that bear a relationship to the city's planning policies.* Greenbelt lands that surround the RUL are to remain in agricultural or very low density rural residential, public or institutional use. The plan seeks to maintain these areas by providing adequate land and development potential within the RUL to accommodate anticipated growth to the year 2020.

**The parcel at the northeast corner of Trancas and Silverado Trail is an exception having been an incorporated parcel within the RUL since 1975 with a "G" designation since 1982.*



City of Napa General Plan | Linda.DS4 | 12/98

Figure 1-4

Linda Vista Planning Area # 1

North

POD Boundary

RUL Boundary

0 220' 1/4 Mile 1/2 Mile 1 Mile

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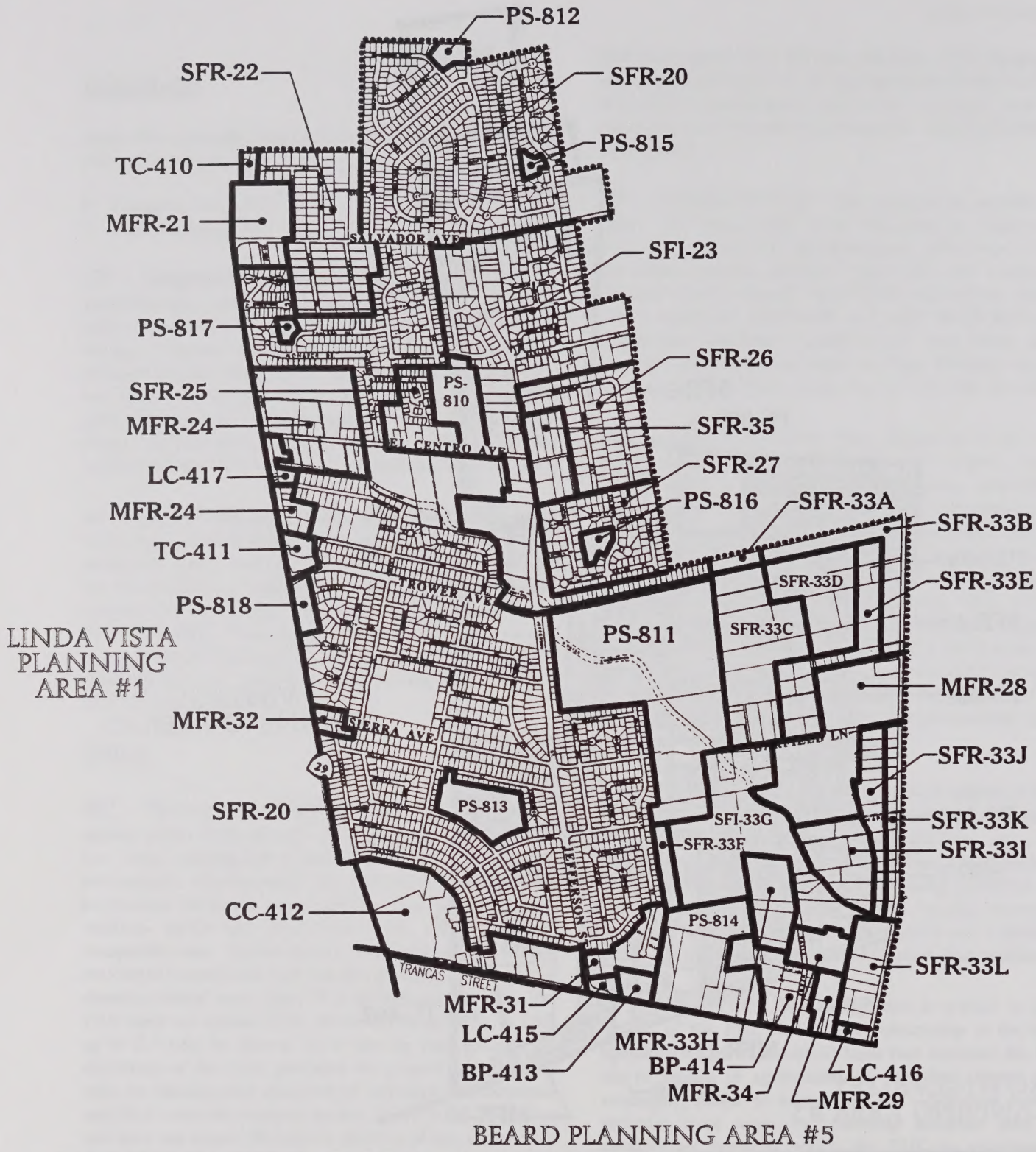

City of Napa General Plan | Vintage.DS4 | 12/98

Figure 1-5

Vintage Planning Area # 2

North

POD Boundary

RUL Boundary

0 1/8 Mile 1/4 Mile 1/2 Mile 1 Mile

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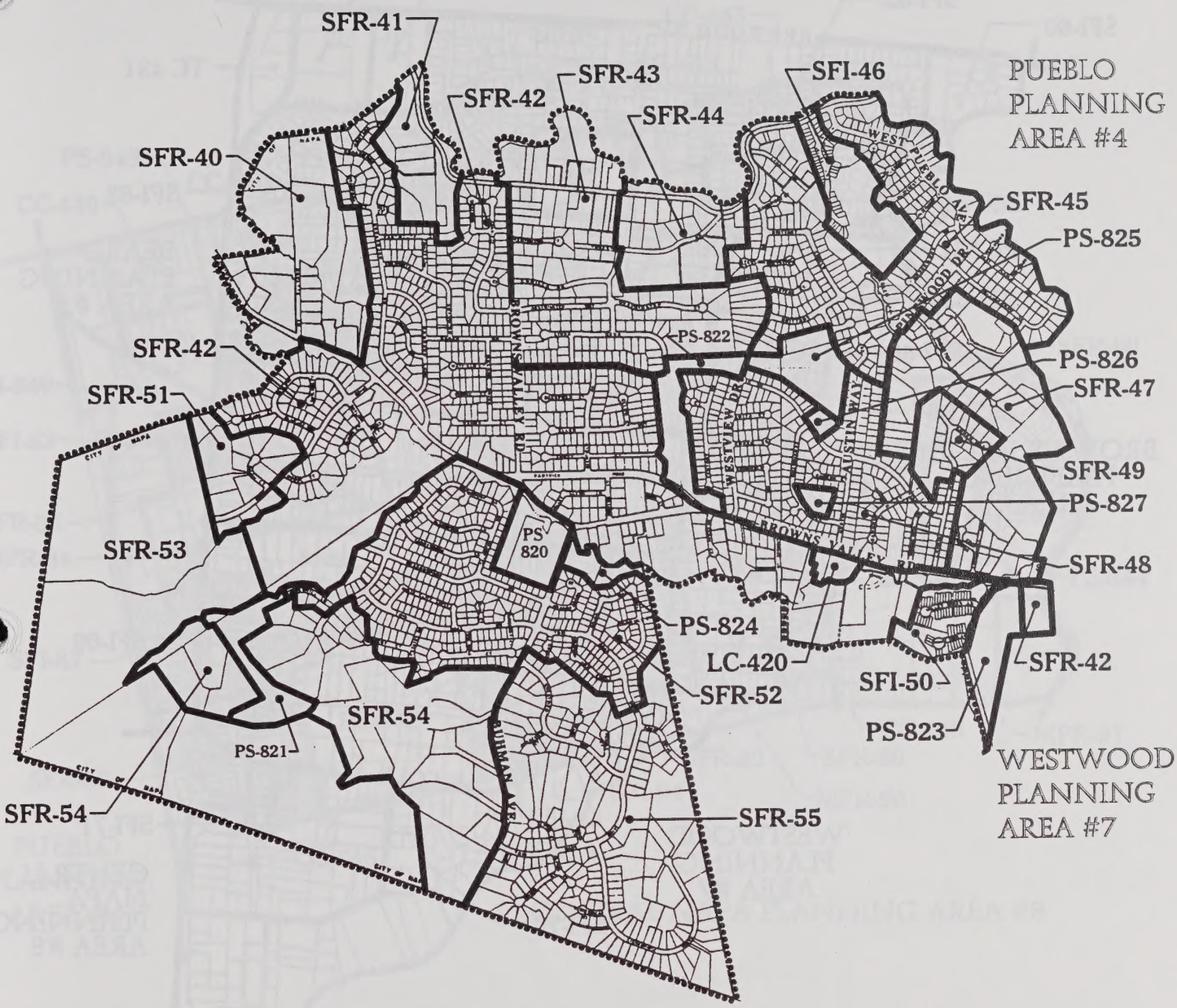

City of Napa General Plan | Brnsvly.DS4 | 12/98

Figure 1-6

Browns Valley Planning Area # 3

North

POD Boundary

RUL Boundary

0 | 220' | 1/4 Mile | 1/2 Mile | 1 Mile

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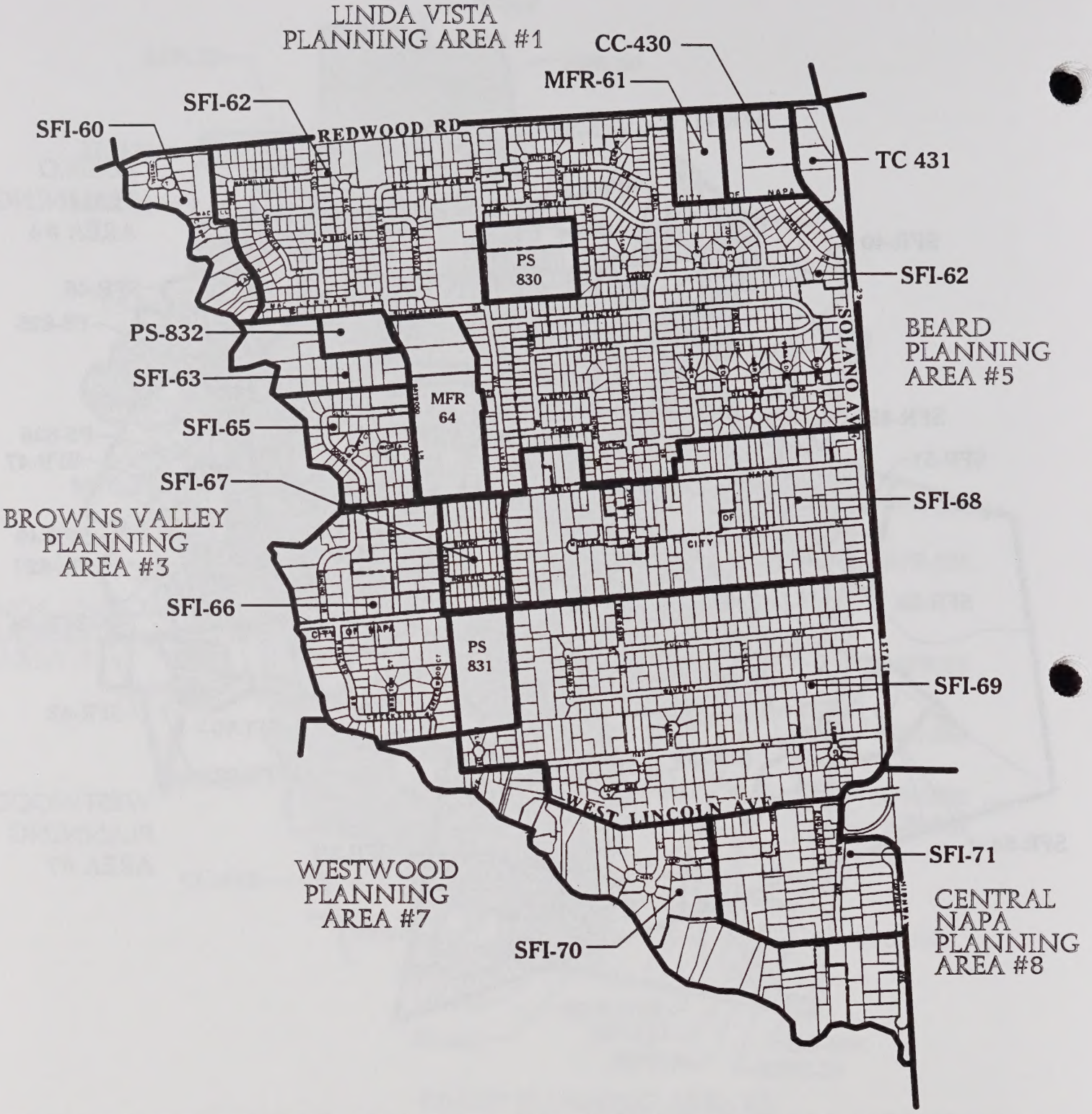

City of Napa General Plan | Pueblo.DS4 | 12/98

Figure 1-7

Pueblo
Planning Area # 4

North

POD Boundary

240' 1/8 Mile 1/4 Mile 1/2 Mile
0

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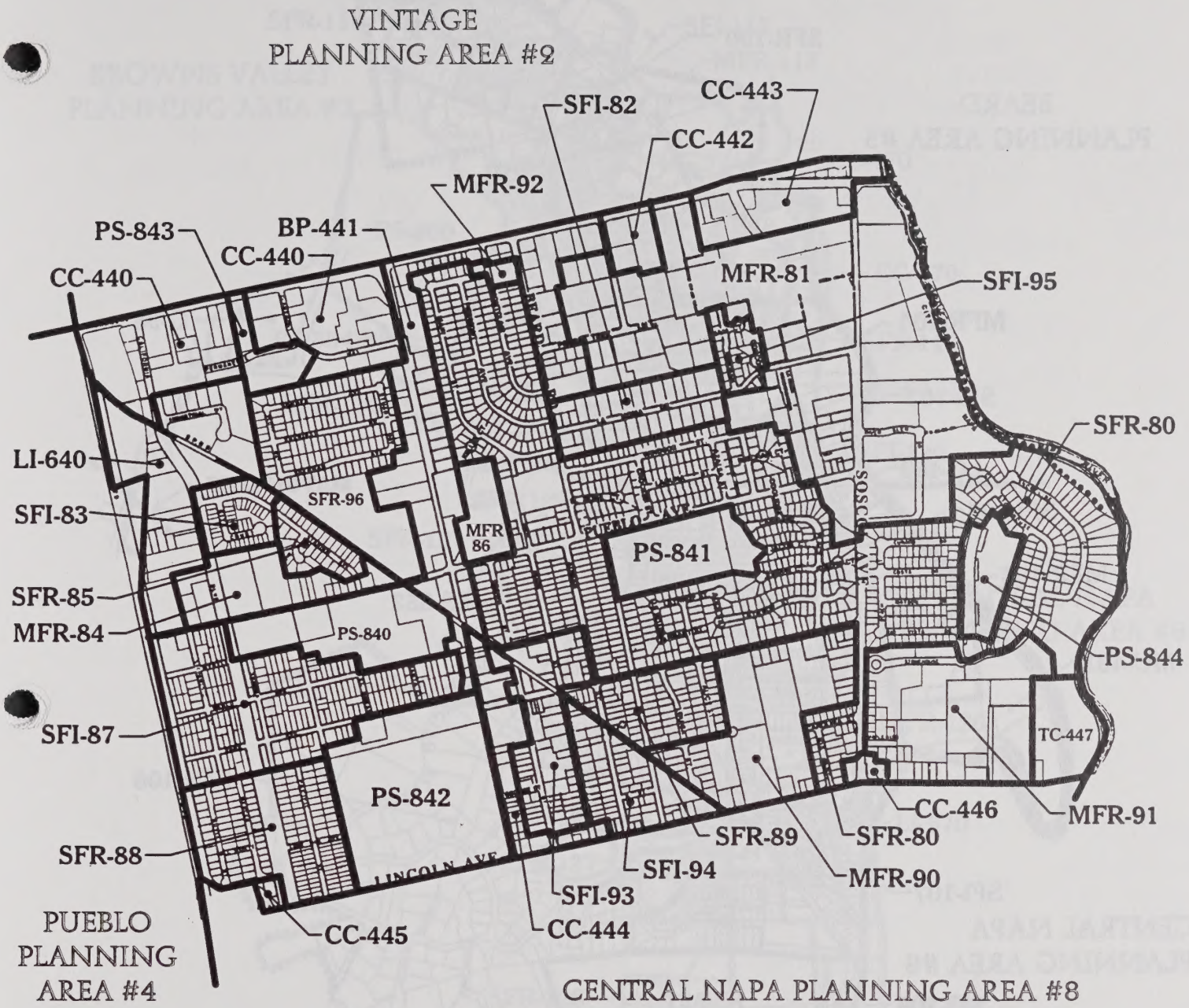

City of Napa | Beard.DS4 | 12/98

Figure 1-8

Beard Planning Area # 5

North

POD Boundary

RUL Boundary

380' | 1/4 Mile | 1/2 Mile | 1 Mile

0

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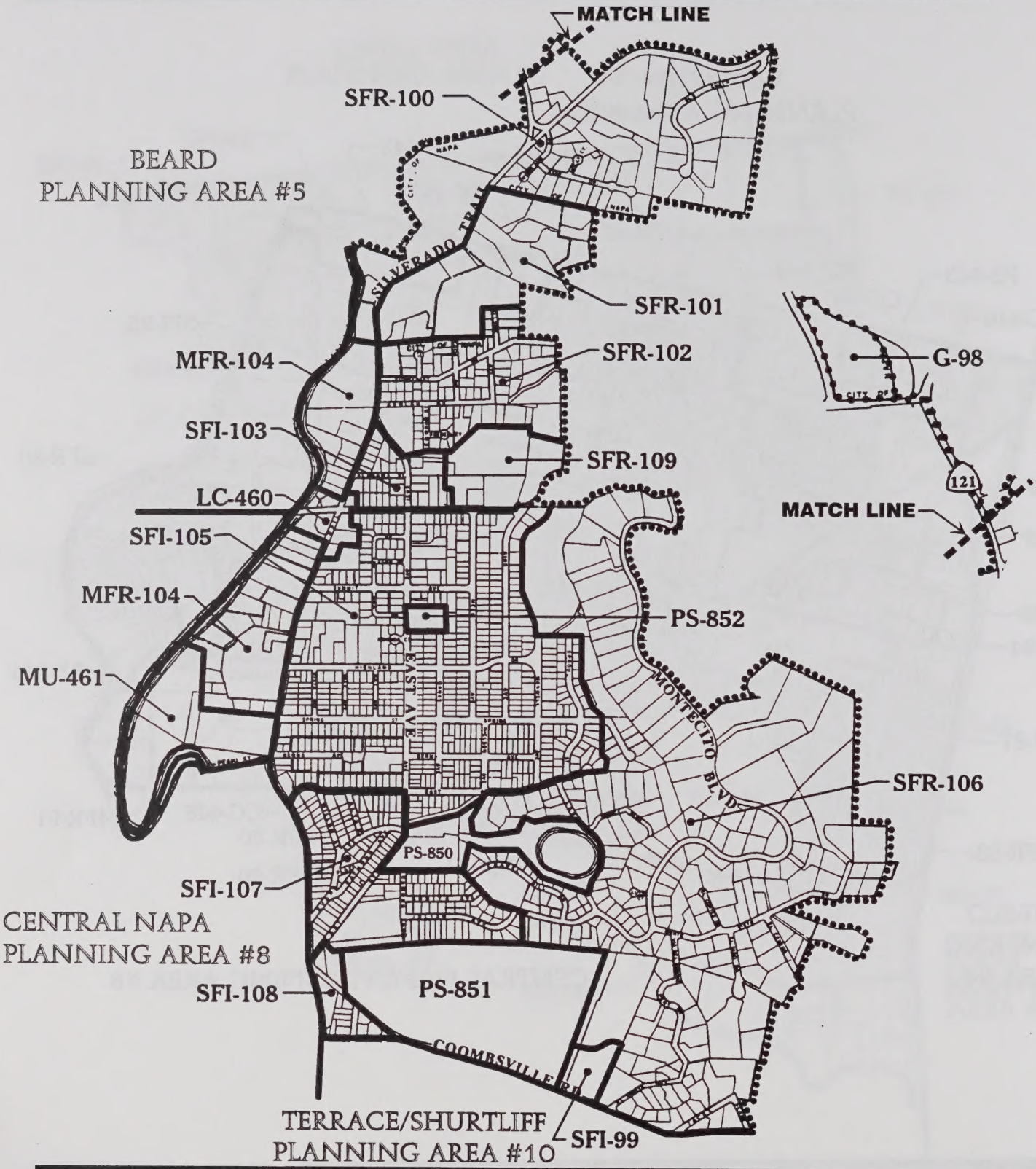

City of Napa | Altahts.DS4 | 12/98

Figure 1-9

Alta Heights Planning Area # 6

North

POD Boundary

RUL Boundary

165' 1/8 Mile 3/8 Mile 3/4 Mile

0

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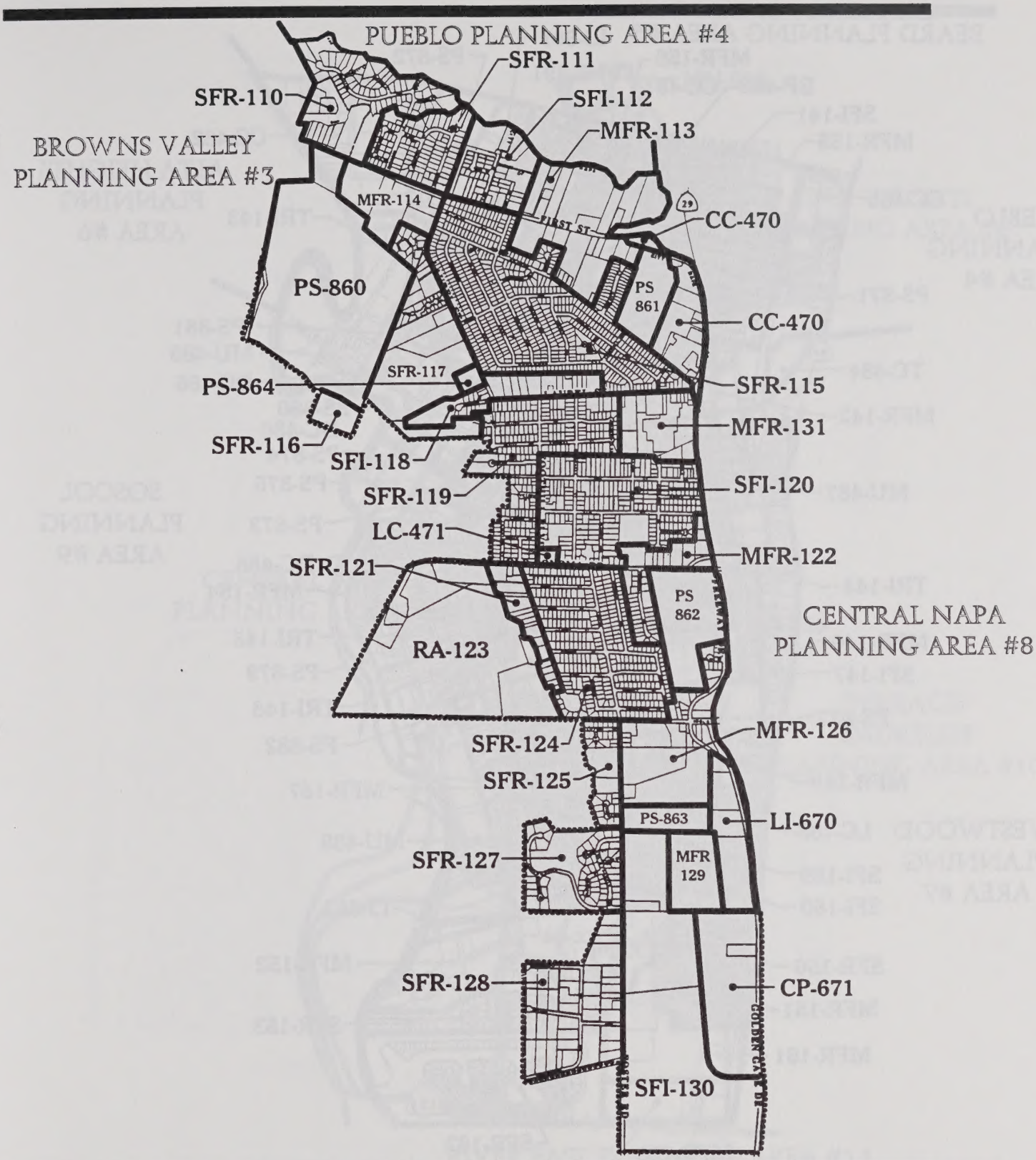

City of Napa | Westwood.ds4 | 12/98

Figure 1-10

Westwood Planning Area # 7

North

POD Boundary

RUL Boundary

250' 1000' 1/2 Mile 1 Mile

0

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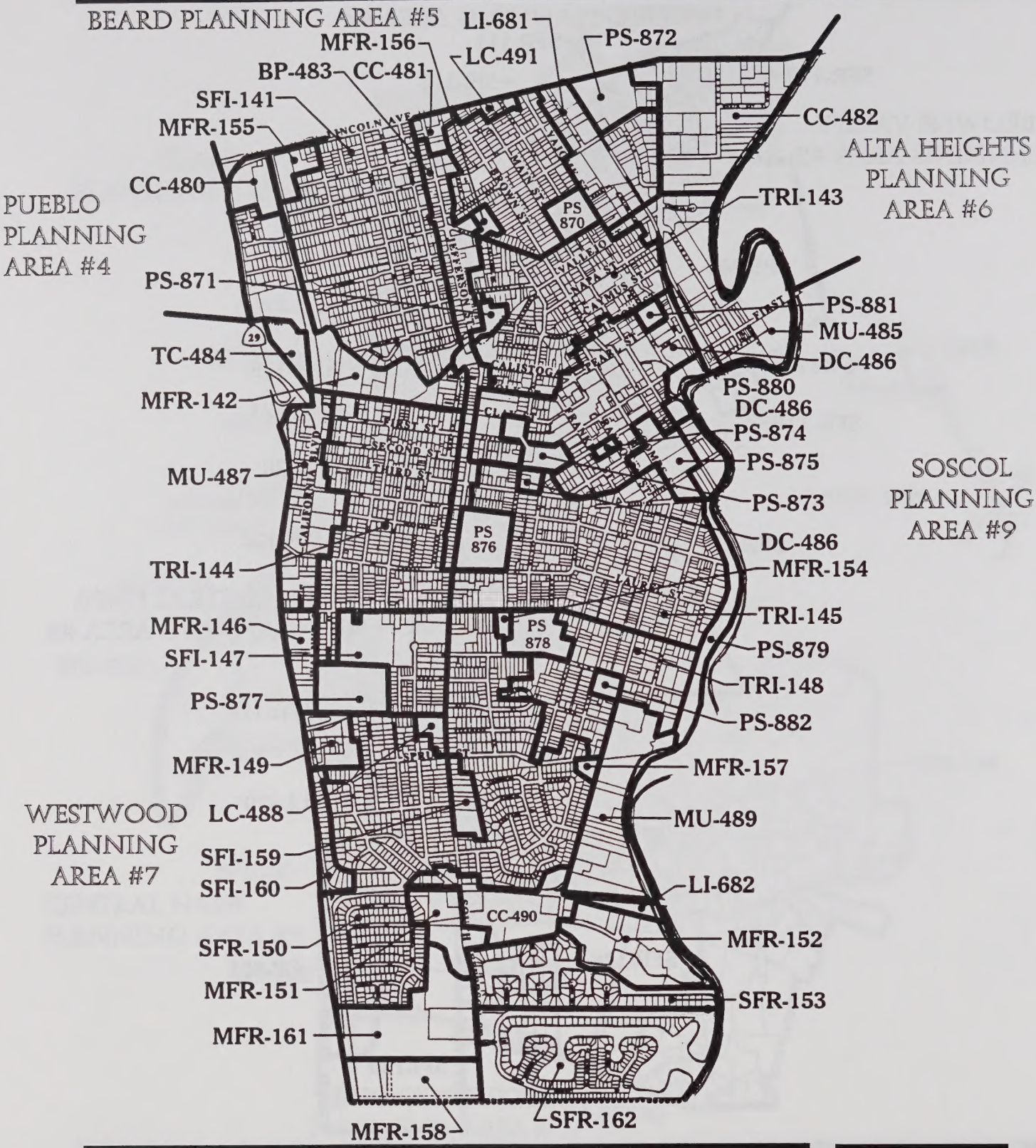

City of Napa | Central.DS4 | 12/98

Figure 1-11

Central Napa Planning Area # 8

North

POD Boundary

RUL Boundary

220' 1/4 Mile 1/2 Mile 1 Mile

0

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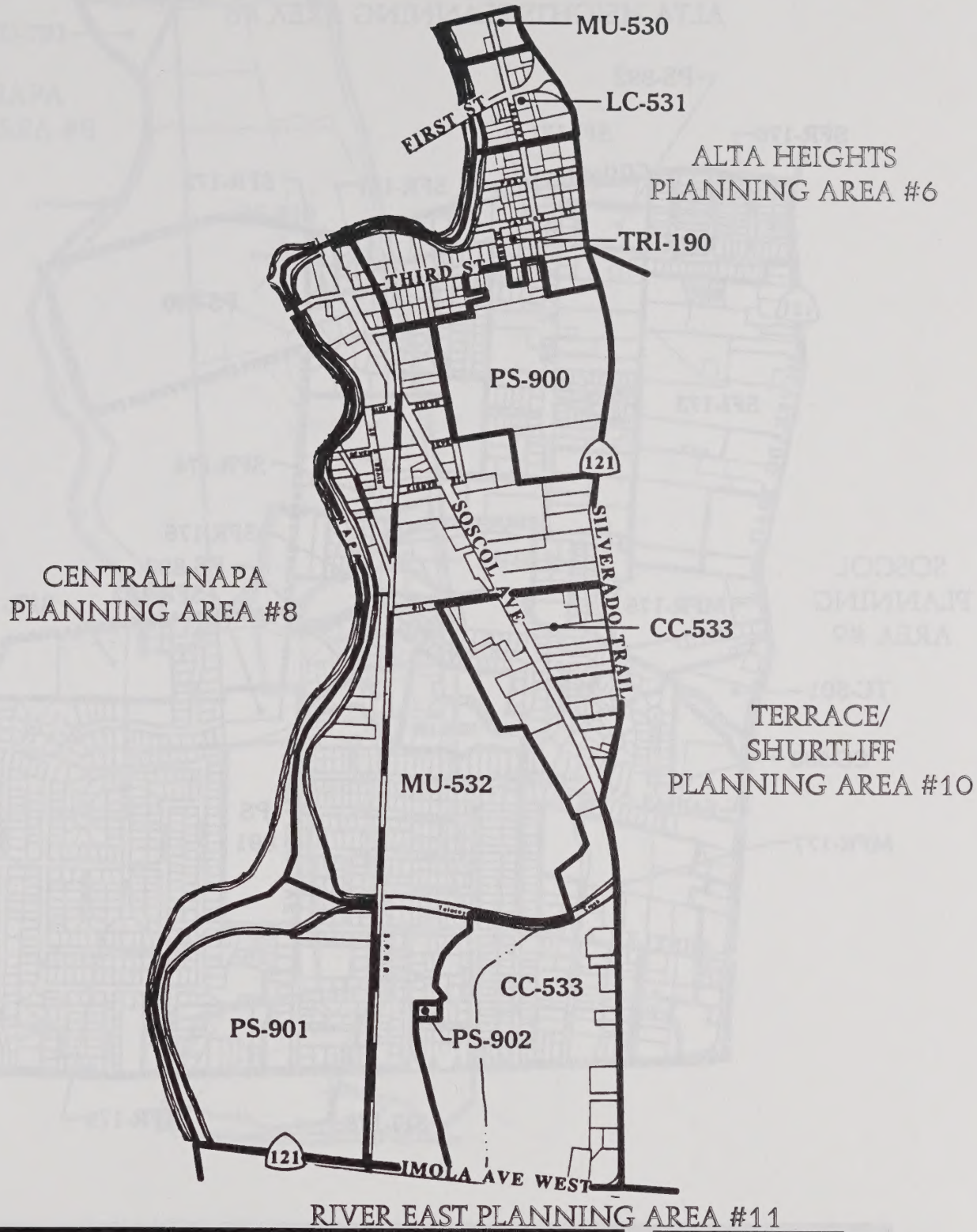

City of Napa General Plan | Soscol.DS4 | 12/98

Figure 1-12

Soscol
Planning Area # 9

North

POD Boundary

0 330' 1/8 Mile 3/8 Mile 3/4 Mile

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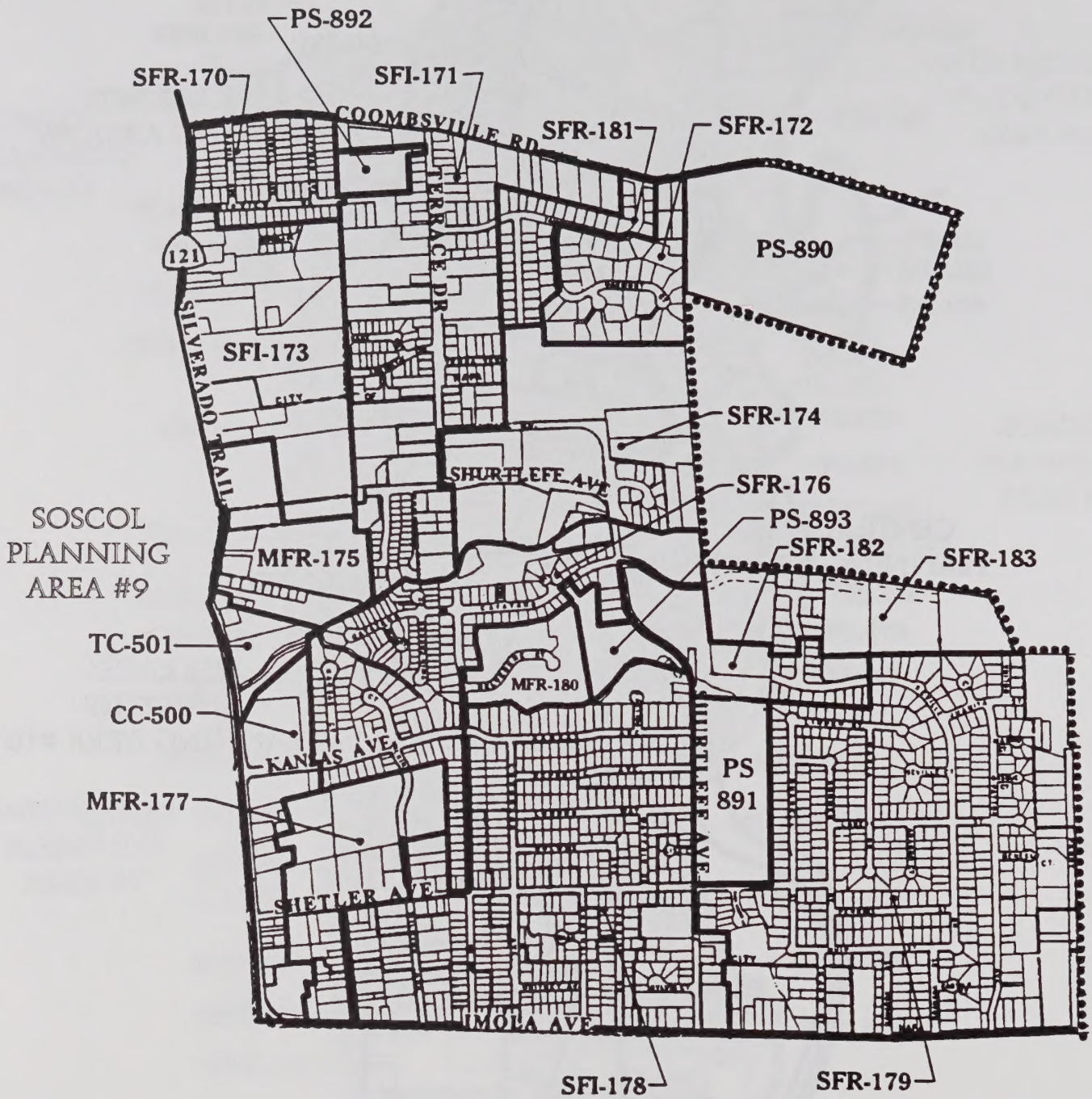
ALTA HEIGHTS PLANNING AREA #6



City of Napa General Plan | Terrace.DS4 | 12/98

Figure 1-13

Terrace/Shurtleff Planning Area #10

North

725' 1/2 Mile 1 Mile 3 Miles

0

POD Boundary

RUL Boundary

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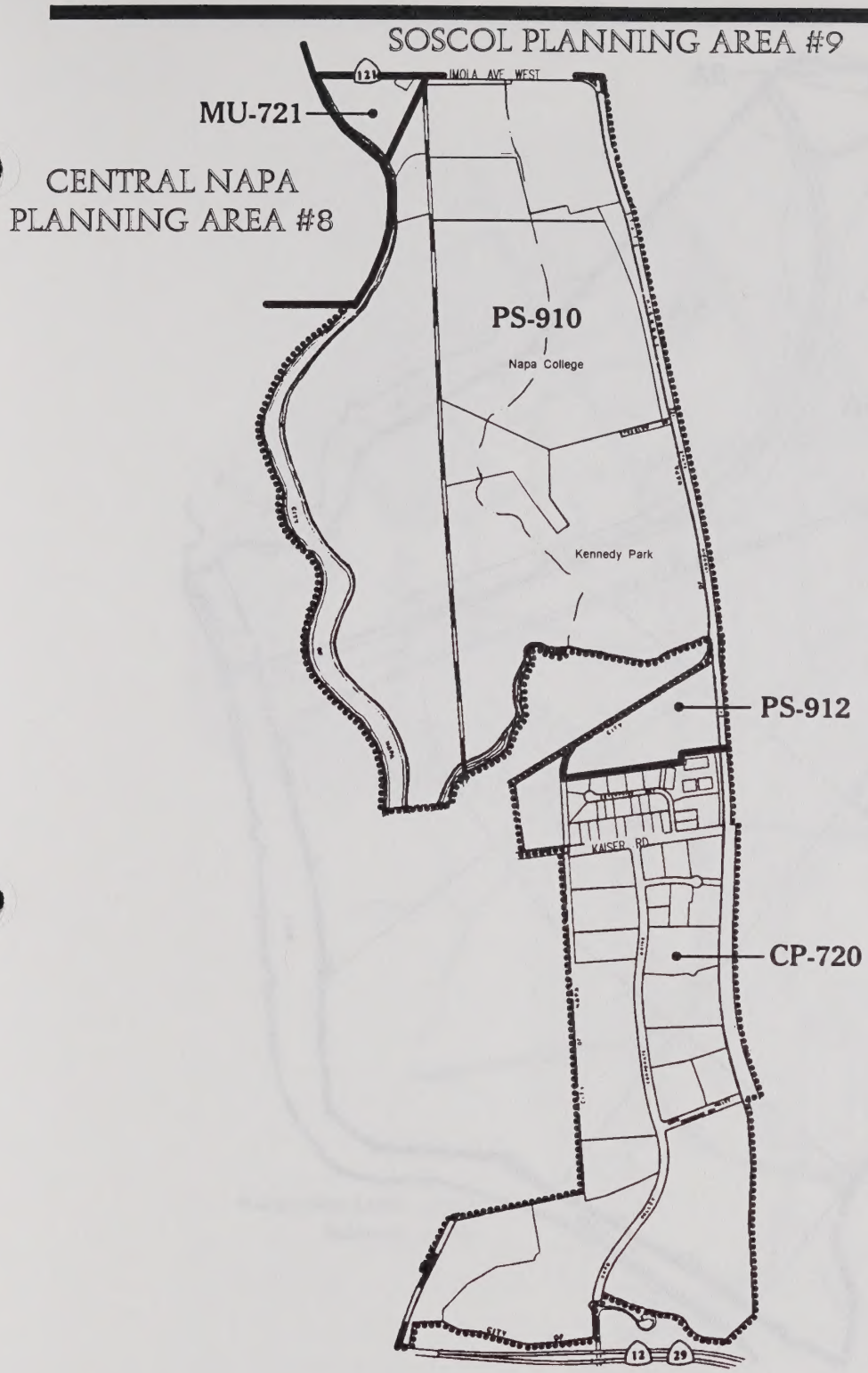

City of Napa General Plan | Riverest.DS4 | 12/98

Figure 1-14

River East Planning Area # 11

North

POD Boundary

RUL Boundary

1/8 Mile | 1/2 Mile | 1 Mile

0 | 1/4 Mile

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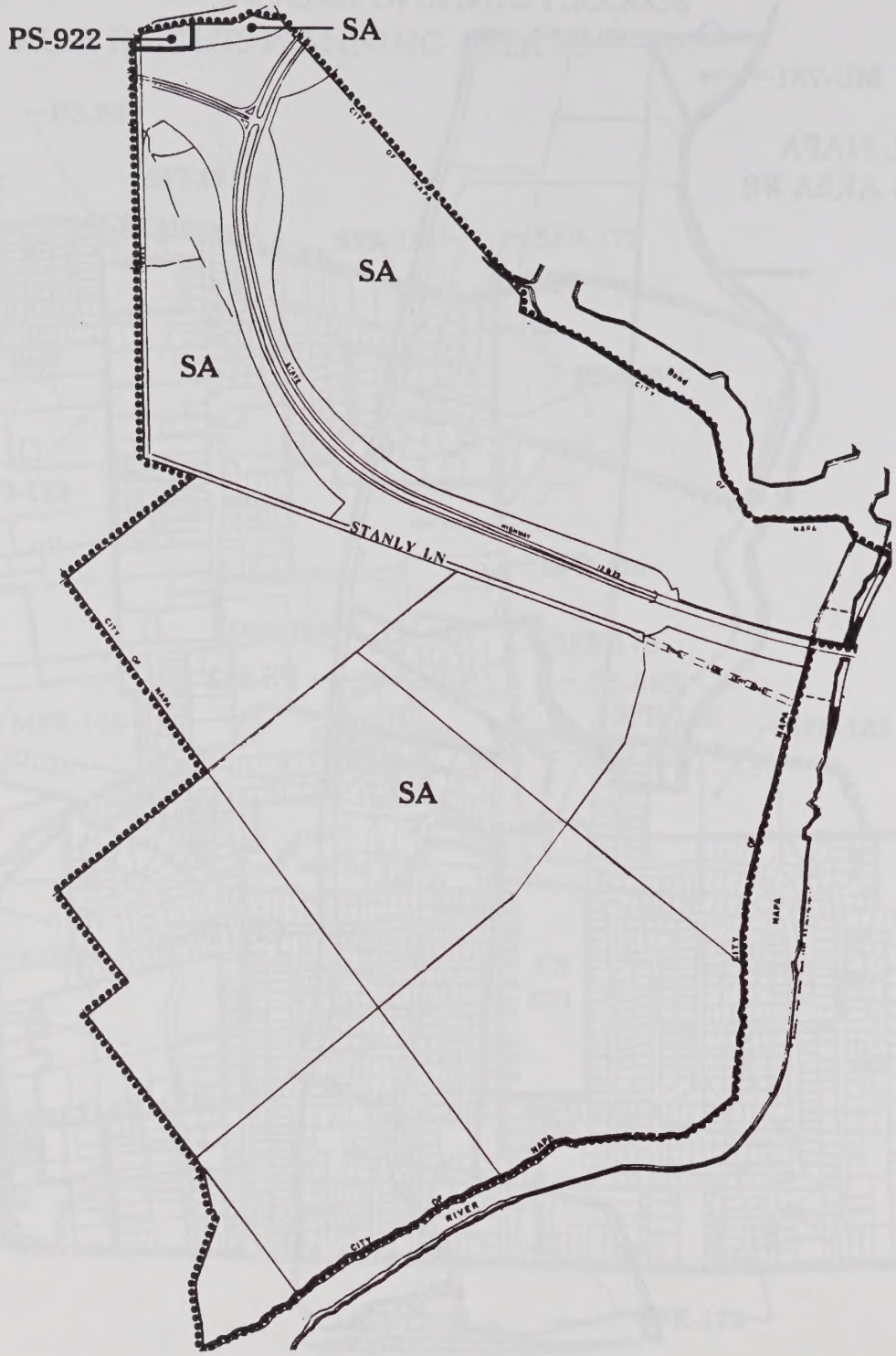

City of Napa General Plan | Stanly2.DS4 | 12/98

Figure 1-15

Stanly Ranch Planning Area # 12

North

RUL Boundary

1/8 Mile 1/4 Mile 1/2 Mile 3/4 Mile

0

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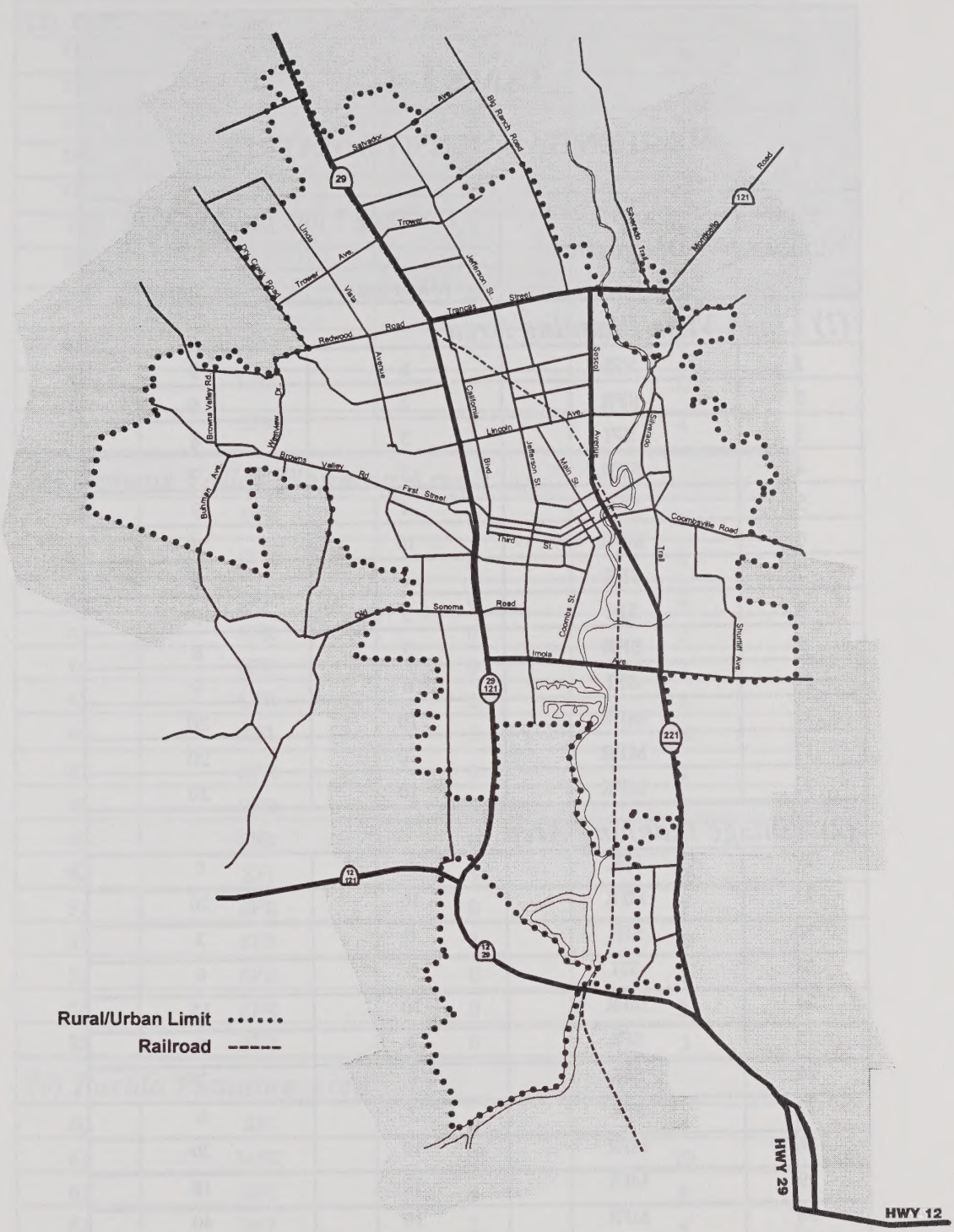

City of Napa General Plan | Greenbelt.DS4 | 12/98

Figure 1-16

Lands Designated Greenbelt

North

Lands Designated Greenbelt

Not to Scale

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TABLE 1-4
RESIDENTIAL DENSITY MATRIX

Pod Number	Land Use Designation	Dwelling Units per Net Acre	
		Minimum	Maximum
(1) Linda Vista Planning Area			
1	SFI	6	9
2	SFR	2	6
3	SFI	3	6
4	SFR	3	7
5	SFR	4	9
6	MFR	10	20
7	SFR	2	5
8	SFI	3	6
9	SFR	3	8
10	SFI	6	9
11	MFR	10	20
12	MFR	10	20
13	MFR	10	20
(2) Vintage Planning Area			
20	SFR	4	8
21	MFR	10	20
22	SFR	0	3
23	SFI	3	6
24	MFR	10	15
25	SFR	4	8
26	SFR	0	3
27	SFR	3	6
28	MFR	10	20
29	MFR	12	18
31	MFR	10	40
32	MFR	10	15
33A	SFR	0	3
33B	SFR	0	2
33C	SFR	3	6

(2) Vintage Planning Area Continued			
33D	SFR	3	4
33E	SFR	0	3
33F	SFR	3	6
33G	SFI	6	9
33H	MFR	12	25
33I	SFR	3	4
33J	SFR	0	3
33K	SFR	0	2
33L	SFR	3	6
34	MFR	9	12
35	SFR	2	4
(3) Browns Valley Planning Area			
40	SFR	0	2
41	SFR	0	4
42	SFR	0	4
43	SFR	0	3
44	SFR	0	2
45	SFR	2	5
46	SFI	5	10
47	SFR	0	2
48	SFR	3	6
49	SFR	0	3
50	SFI	5	10
51	SFR	0	2
52	SFR	3	6
53	SFR	0	1
54	SFR	0	2
55	SFR	0	3
(4) Pueblo Planning Area			
60	SFI	0	4
61	MFR	10	20
62	SFI	4	8
63	SFI	2	4
64	MFR	10	40
65	SFI	3	6
66	SFI	2	5
67	SFI	5	9
68	SFI	2	5

(4) Pueblo Planning Area Continued			
69	SFI	3	6
70	SFI	2	4
71	SFI	2	5
(5) Beard Planning Area			
80	SFR	4	7
81	MFR	10	20
82	SFI	2	4
83	SFI	5	10
84	MFR	10	20
85	SFR	5	8
86	MFR	10	20
87	SFI	4	7
88	SFR	5	8
89	SFR	5	8
90	MFR	10	20
91	MFR	15	30
92	MFR	10	40
93	SFI	4	7
94	SFI	4	8
95	SFI	4	7
96	SFR	3	7
(6) Alta Heights Planning Area			
98	G	1 dwelling unit / existing parcel	
99	SFI	2	6
100	SFR	0	3
101	SFR	0	2
102	SFR	2	5
103	SFI	3	7
104	MFR	10	20
105	SFI	3	8
106	SFR	0	2
107	SFI	3	8
108	SFI	3	8
109	SFR	2	6
(7) Westwood Planning Area			
110	SFR	0	3
111	SFR	2	6
112	SFI	3	7
113	MFR	10	20

(7) Westwood Planning Area Continued			
114	MFR	10	20
115	SFR	5	9
116	SFR	0	2
117	SFR	0	4
118	SFI	4	6
119	SFR	3	7
120	SFI	4	6
121	SFR	0	3
122	MFR	10	20
123	RA	1 du/existing parcel or 1 du/20 acres by use permit	
124	SFR	4	7
125	SFR	2	5
126	MFR	10	30
127	SFR	0	4
128	SFR	0	2
129	MFR	10	20
130	SFI	3	8
131	MFR	20	40
(8) Central Napa Planning Area			
140	SFI	3	8
141	SFI	3	8
142	MFR	9	16
143	TRI	3	8
144	TRI	2	7
145	TRI	3	8
146	MFR	10	15
147	SFI	4	9
148	TRI	2	6
149	MFR	10	20
150	SFR	3	7
151	MFR	10	20
152	MFR	10	15
153	SFR	0	4
154	MFR	10	20
155	MFR	15	30
156	MFR	10	15
157	MFR	10	20
158	MFR	10	20
159	SFI	2	5

(8) Central Napa Planning Area Continued			
160	SFI	3	6
161	MFR	10	15
162	SFR	4	8
(9) Soscol Planning Area			
190	TRI	3	7
(10) Terrace/Shurtleff Planning Area			
170	SFR	3	7
171	SFI	2	6
172	SFR	0	3
173	SFI	4	8
174	SFR	2	6
175	MFR	10	30
176	SFR	3	7
177	MFR	10	15
178	SFI	3	7
179	SFR	2	7
180	MFR	10	30
181	SFR	2	6
182	SFR	3	7
183	SFR	2	5
(12) Stanly Ranch			
	SA	(Specific Plan)	

Notes: (1) All densities expressed as net values (all land except streets and rights-of-way)
(2) "0" in the "Minimum" column indicates the area is not subject to minimum density requirements

TABLE 1-5

NONRESIDENTIAL INTENSITY MATRIX

Pod Number	Land Use Designation	Maximum FAR
(1) Linda Vista Planning Area		
401	TC	0.3
402	TC	0.3
800	PS	0.1
801	PS	0.4
802	PS	0.4
803	PS	0.4
804	PS	0.1
805	PS	0.1
806	PS	0.1
(2) Vintage Planning Area		
410	TC	0.3
411	TC	0.3
412	CC	0.4
413	BP	0.3
414	BP	0.3
415	LC	0.35
416	LC	0.35
417	LC	0.35
810	PS	0.4
811	PS	0.4
812	PS	0.1
813	PS	0.4
814	PS	0.4
815	PS	0.1
816	PS	0.1
817	PS	0.1
818	PS	0.1
(3) Browns Valley Planning Area		
420	LC	0.35
820	PS	0.4
821	PS	0.1
822	PS	0.1
823	PS	0.4
824	PS	0.1
825	PS	0.1
826	PS	0.1
827	PS	0.1

(4) Pueblo Planning Area		
430	CC	0.4
431	TC	0.3
830	PS	0.4
831	PS	0.4
832	PS	0.1
(5) Beard Planning Area		
440	CC	0.4
441	BP	0.3
442	CC	0.4
443	CC	0.4
444	CC	0.4
445	CC	0.4
446	CC	0.4
447	TC	0.3
448	LC	0.35
640	LI	0.5
840	PS	0.4
841	PS	0.4
842	PS	0.4
843	PS	0.4
844	PS	0.1
(6) Alta Heights Planning Area		
460	LC	0.35
461	MU	0.35
850	PS	0.4
851	PS	0.4
852	PS	0.1
(7) Westwood Planning Area		
470	CC	0.4
471	LC	0.35
670	LI	0.5
671	CP	0.25
860	PS	0.1
861	PS	0.4
862	PS	0.4
863	PS	0.4
864	PS	0.1
(8) Central Napa		
480	CC	0.4
481	CC	0.4
482	CC	0.4
483	BP	0.35
484	TC	0.3
485	MU	0.4
486	DC	1.25

(8) Central Napa Continued		
487	MU	0.7
488	LC	0.35
489	MU	0.4
490	CC	0.4
491	LC	0.35
681	LI	0.35
682	LI	0.5
870	PS	0.4
871	PS	0.4
872	PS	0.4
873	PS	0.4
874	PS	0.4
875	PS	0.4
876	PS	0.1
877	PS	0.4
878	PS	0.4
879	PS	0.1
880	PS	0.1
881	PS	0.4
882	PS	0.1
(9) Soscol Planning Area		
530	MU	0.4
531	LC	0.35
532	MU	0.4
533	CC	0.4
900	PS	0.4
901	PS	0.4
902	PS	0.4
(10) Terrace Shurtleff Planning Area		
500	CC	0.4
501	TC	0.5
890	PS	0.4
891	PS	0.4
892	PS	0.1
893	PS	0.1
(11) River East Planning Area		
720	CP	0.25
721	MU	0.4
910	PS	0.4
912	PS	0.4
(12) Stanly Ranch Planning Area		
	SA	(Specific Plan)
922	PS	0.4

Pod 487 FAR Amended 4/6/99, CC Res. R1999/60

Chapter 2

Housing

CHAPTER 2

HOUSING

INTRODUCTION

The Housing Element, adopted in November 1992, has a time frame through 2001, and was not updated as part of the comprehensive General Plan update. The goals, policies, and implementation programs in this document have been reformatted to ensure a consistent style with other chapters of this plan and to allow a comparison between the City's housing policies and the policies of the other chapters. However, the content of the policies and programs has not been changed.

The adopted Housing Element is available at the City of Napa Planning Department under separate cover.

Housing goals, policies and programs presented in this section describe the City's commitment to meeting housing needs for city of Napa residents. The goals and programs address affordability of units, energy conservation, condition of units, quantity of supply and access to housing opportunities.

Major Housing Objective

- *A broad range of housing types affordable to the city's residents and able to meet the needs of its work force.*

This chapter is divided into the following topical sections, each addressing a different aspect of existing and future housing needs in Napa.

- Housing Development
- Energy Conservation
- Maintenance and Improvement of Existing Housing
- Retention of Existing Affordable Housing
- Equal Opportunity Housing
- Review and Update of the Housing Element

Chapter 1, Land Use, also includes standards for the new residential development and the conservation of existing neighborhoods.

HOUSING DEVELOPMENT

Napa has a diverse housing stock in terms of housing types, styles, and sizes. Single family homes comprise the majority of units; but from 1980 to 1990, the number of attached and multi-family units increased at a faster rate than single family detached units.

There are many factors outside the City's control which constrain the development of housing, especially housing affordable to low and very low income households. Because state and federal subsidies available to assist households are very limited, efforts to meet the needs of low and very low income households will often involve local programs and the use of highly constrained local sources of funding. The City does not generally build housing itself but relies on the private market to meet housing needs. Many programs therefore focus on providing incentives and inducements to the private home building industry to meet housing needs.

This section describes the City's strategy for meeting the housing development needs of its existing and future residents and for addressing those constraints in order to promote development of sufficient housing to meet the needs of all Napa residents.

GOAL H-1 **To provide a sufficient number of affordable housing units to meet the needs of Napa residents and provide a fair share of the market area housing needs and attempt to achieve ABAG housing needs figures for the state-mandated time frame of the Housing Element period: 893 very-low units, 607 low-income units, 750 moderate-income units, 1,321 above-moderate-income units, and to provide a variety of housing types by tenure and price in all residential areas, compatible with the character of the area.**

POLICIES

H-1.1 The City shall adopt an inclusionary zoning ordinance which requires housing developers to include a proportion of housing affordable to moderate, low and/or very low income households or provide an in-lieu fee to the City for the provision of such housing.

H-1.2 The City shall continue to maintain a sufficient supply of land designated for residential development to meet the quantified housing need of 3,571 units for the state-mandated time frame of the Housing Element.

H-1.3 The City shall seek to maintain a sufficient supply of land for medium and higher density housing, consistent with preservation of neighborhood character, environmental constraints, and other goals of this General Plan.

H-1.4 The City shall recognize Napa's housing needs (i.e., population growth needs, employment needs and regional housing needs) when considering non-residential development proposals.

H-1.5 The City shall use the Planning Commission's architectural review process to insure higher density infill housing developments are sensitive to the character and appearance of their surroundings.

H-1.6 The City shall use the Planned Development regulations to refine land use policies and promote design flexibility for residential developments, particularly for those located in unique settings.

H-1.7 The City shall support plans and programs for well-designed lower-income housing developments located in areas appropriate to the needs and desires of the constituent population and convenient to public transportation, shopping, recreations and other community facilities.

H-1.8 The City shall make maximum use of public and private resources to help meet identified housing needs.

H-1.9 The City shall promote and expand the use of density bonuses to meet identified housing needs.

H-1.10 The City shall, to the degree feasible, balance employment opportunities with the provision of housing and promote housing types which meet the needs of the workforce in Napa.

H-1.11 The City shall allow for an increase in the supply of housing by permitting residential development in commercial areas as a mixed use and as a separate use when the design and location are appropriate.

H-1.12 The City shall allow, by use permit, densities of up to 60 dwellings per acre for residential projects which provide housing for low- and moderate-income elderly or handicapped persons on sites designated Multi-Family Residential *(formerly High Density Residential)*. This policy shall be known as the "Special Residential Policy" for Multi-Family Residential sites.

H-1.13 The City shall support the provision of residential care facilities for the developmentally disabled, mentally disordered or physically disabled by permitting such facilities to be located in residential areas by use permit.

H-1.14 The City shall establish a mechanism to ensure the disbursement of community Development Block Grant funds, delineated in the annual Housing Assistance Program (HAP), complements the goals, policies, and programs of the housing element.

H-1.15 To facilitate private market development of housing affordable to low income households, the City will allow and encourage development of housing at the high end of the development range permitted under the General Plan, especially in areas designated for medium and high density development.

IMPLEMENTATION PROGRAMS

H-1.A The City shall monitor the supply of vacant land within the Rural Urban Limit line (RUL) through the use of the Land Use/Vacant Land Inventory Program. *(Program Statement 1.1)*

Responsibility:	Planning Department
Financing:	Staff time
Objectives:	Conduct an annual review and prepare a report.
Time Frame:	Ongoing.

H-1.B The City shall adopt an inclusionary zoning or in-lieu fee program to promote development of affordable units in new residential development. *(Program Statement 1.2)*

Responsibility: Housing Authority, City Attorney, Planning Department
Objectives: Adopt an ordinance or resolution
Time Frame: By December 1991

H-1.C The City shall utilize state and federal assistance to the fullest extent possible to develop affordable lower-income housing for families, including farm workers. (*Program Statement 1.3)*

Responsibility: Redevelopment Agency, City Housing Authority
Financing: Federal, State programs
Objectives: Proposition 84 application for Von Brandt site (51 units of low-income family housing) with project completion anticipated in 1992/1993. Begin planning and application process for development of two additional sites in 1992.
Time Frame: Ongoing

H-1.D The City shall locate sites for possible acquisition by the city or an affordable housing developer for assisted housing for large families an/or sites which could be considered for dormitory-style housing for migrant workers. (*Program Statement 1.4)*

Responsibility: Planning Department, Housing Authority, Affordable Housing Committee
Financing: City funding for staff time
Objectives: Identify five sites for active efforts toward acquisition.
Time Frame: Create an inventory of sites potentially available by 1992. Actively work (and/or work with developers) to acquire sites through 1994. Periodically update inventory.

H-1.E The City shall assist in the development of affordable housing by continuing to promote self-help housing development within the city. Self-help housing is privately funded housing where the future owner/resident provides labor toward the development of the unit and/or assists in sharing the cost of building the units. City actions may include:

1. Ensuring site control or acquisition;
2. Selecting lower- and moderate-income families who could successfully participate in the development;
3. Selecting and overseeing a qualified contractor and/or construction sponsor who would supervise and manage construction. (*Program Statement 1.5)*

Responsibility: Housing Authority, Redevelopment Agency
Financing: Possible sources of funding include: private financing, State Pre-Development loans, and available State or Federal funding sources.
Objectives: 20 units of affordable low- or moderate income ownership housing.
Time Frame: 1991-1995

H-1.F Develop an outreach program aimed at increasing the supply of privately produced rental and ownership housing in a manner which may be more affordable to the end consumer. The program will include proactive disbursement of information through brochures, advertising, workshops to affordable housing developer, appropriate agencies, and other interested parties. Information to be disbursed will relate to: local, state, and federal housing finance/funding programs; Housing Element programs; existing zoning ordinance incentives for affordable housing, including density bonuses, second units, reduced single-family lot sizes, reduced parking for elderly, reduced or waived fees and sites or areas of the city considered ideal for high-density housing. (*Program Statement 1.6)*

Responsibility: Housing Authority, Planning Department, Affordable Housing Committee
Financing: Staff time.
Time Frame: Prepare brochure and mail to city residents (through water bills) and owners of

vacant and underutilized land explaining available programs in 1992. Other elements of identified program to be implemented in 1993-1994.

H-1.G The City shall approve, when appropriate, densities of up to 60 dwelling units per acre with a use permit under the Special Residential policy for residential projects which provide housing for low- and moderate-income elderly and handicapped persons on lots designated as Multi-Family Residential (formerly High Density Residential). The City Attorney shall prepare agreements with the developer to ensure rents are affordable to low-and moderate-income persons. The Housing Authority shall monitor those agreements. The number of units with rents at levels affordable to low-income persons is based on a sliding scale: the greater the proposed density, the greater the number of units which must be affordable to low-income persons. To encourage the use of the Special Residential policy, the Planning Department and other agencies will alert developers to areas suitable for the application of the policy (*Program Statement 1.7)*.

Responsibility:	Housing Authority, City Attorney and Planning Department
Financing:	Staff time
Objectives:	50 units of housing for low- or moderate-income elderly disabled.
Time Frame:	25 units by 1993, 25 by 1995.

H-1.H In conformance with State law, promote a program permitting an increase in density (a "density bonus") of a maximum of 25 percent above the maximum permitted density under the applicable zoning district, and grant an additional incentive to a housing development in which at least:

a. 20 percent of the units are reserved for low and very low income households; or

b. 10 percent of the units are reserved for very low income households; or

c. 50 percent of the units are for senior citizens (over age 62). *(Program Statement1.8)*

Responsibility:	Planning Department and City Attorney
Financing:	Staff time
Objectives:	Potentially increase the supply of housing for low and very low income households
Time Frame:	Modify the existing density bonus ordinance by December 1991 to bring it into conformance with the modifications in State law.

H-1.I. The City shall utilize 20 percent of required set aside in tax increment monies received from designated redevelopment areas to fund low-income residential projects in appropriate locations anywhere in the city. Combine with other housing programs where possible to enhance number of units that can be developed (*Program Statement1.9*)

Responsibility:	Redevelopment Agency, City Manager, Housing Authority
Financing:	Staff time, $500,000 Redevelopment accrued set aside, $250,000 annually thereafter.
Objectives:	Identify two additional projects to be funded.
Time Frame:	Von Brandt site acquisition already funded with $575,000 in Redevelopment funds and $100,000 in Housing Authority funds. Project to include 51 very-low income units. Initial planning for two other sites will begin in 1992.

H-1.J Apply for State and Federal programs to be used for the development of housing affordable to low and moderate income households, when funds are available. The City and the Housing Authority intend to apply for all possible sources of additional funding which can be used to achieve Housing Element goals, including HOME funds (through State allocation), Mortgage Credit Certificate

allocations, Low Income Housing Tax Credits, Federal Home Loan Affordable Housing Program, local revenue bond issues for multi-family construction, additional Section 8 Certificate and Voucher increments, and other programs as they become available. (*Program Statement1.10)*

Responsibility:	Housing Authority, City Attorney
Financing:	Staff time, State and federal programs as identified in the program.
Objectives:	300 rental units; 175 for very low income families, 125 for low income families; 125 home ownership units affordable to first time low income home buyers.
Time Frame:	Time frame for applications is as follows:

HOME funds: 1992-93 (upon release of applications)

Mortgage Credit Certificates: 1992 ($3.6 million)

Federal Home Loan Affordable Housing Program: 1994

Local revenue bonds: 1994-95

Section 8 Certificate and Voucher increments: 1992

H-1.K The City shall continue to utilize to the fullest extent possible, available Federal subsidies to residents through the Section 8 or subsequent rental assistance program. The Housing Authority will provide information to residents on the use of any new housing assistance programs which become available. (*Program Statement 1.11)*

Responsibility:	Housing Authority, Redevelopment Agency
Financing:	Section 8 Existing, State programs (Housing Assistance Program)
Objectives:	Based on funding availability
Time Frame:	Ongoing

H-1.L The City shall continue to support the emergency housing program operated by Napa County Council for Economic Opportunity (NCCEO) and Napa Emergency Women's Shelter (NEWS) which provides emergency shelter for battered women and their children, and support the provision of transitional housing. (*Program Statement 1.12)*

Responsibility:	Housing Authority, City Manager, Parks and Recreation Department (CDBG Grants and Project Manager)
Financing:	CDBG, Housing Authority and other City, State and Federal funds
Objectives:	Maintain existing shelters (CDBG monies)
Time Frame:	Ongoing

H-1.M The City shall evaluate and propose joint City and County measures to address the housing needs of farm workers. Assist farm workers in finding available housing by distributing bilingual information and meeting with growers, farm workers, and agencies which serve farm workers. (*Program Statement 1.13)*

Responsibility:	Redevelopment Agency, Housing Authority, Affordable Housing Committee
Financing:	Staff time
Objectives:	Identify housing strategies and sites *(see Program 1.4)* to address identified farmworker needs.
Time Frame:	Housing strategy to be formulated by the end of 1992.

H-1.N The City shall expand home ownership opportunities for low, moderate and first-time home buyers by using mortgage credit certificates (MCCs), if available. Such certificates allow tax benefits of home ownership to be used to help secure financing. (*Program Statement 1.14)*

Responsibility:	Housing Authority
Financing:	Staff time
Objectives:	Apply for MCC allocation

and advertise availability of funds to eligible first-time purchasers.

Time Frame: 1993

H-1.O The City shall retain the Affordable Housing Committee to provide technical assistance and assistance in addressing community concerns in regards to potential affordable housing programs. *(Program Statement 1.15)*

Responsibility: Housing Authority, Affordable Housing Committee

Time Frame: Identify role and obtain City Council approval for role by end of 1991.

H-1.P The City shall establish a means to ensure the Housing Assistance Program (HAP) and Community Development Block Grand (CDBG) program disbursement process implements the goals of the Housing Element. Among the means to be considered is a requirement for an annual summary of activities by agencies receiving CDBG grants from the City which evaluates each program in relation to the Housing Element Program Statements. *(Program Statement 1.16)*

Responsibility: Parks and Recreation Department (CDBG Grants and Project Manager)

Financing: Staff time

Time Frame: Completion by end of 1991

H-1.Q Hire a full-time Redevelopment Coordinator to assist in the coordination and implementation of the affordable housing programs. The Redevelopment Coordinator will work closely with the Housing Authority staff to encourage the development of affordable residential projects both within and outside the redevelopment project area. He will identify and promote available incentives and inducements for affordable housing to private developers; he will assist the Housing Authority to locate sites for possible acquisition for affordable housing projects using redevelopment low-income housing set-aside funds; and he will assist in the development and implementation of an outreach program to distribute information to encourage privately produced rental and ownership housing affordable to low and moderate income households. *(Program Statement 1.17)*

Responsibility: City Manager

Financing: Redevelopment funds.

Time Frame: New staff was hired in March 1991. Outreach program in place in 1992.

ENERGY CONSERVATION

Increases in the price of energy affect the costs of providing comfortable shelter. Increased energy efficiency can assist in reducing the cost of shelter. Provision of housing in proximity to jobs reduces the need for the use of energy, thereby reducing the overall cost of living.

State law addresses the provision of passive and natural heating and cooling systems in subdivision, solar shade control, as well as Title 24 energy standards for residential buildings. Energy policies support alternative and efficient transportation systems, reduction of energy consumption in buildings through design and proper landscaping, and implementation of other energy conservation techniques (See Programs 1.14, 1.15).

Energy conservation measures requiring substantial improvements can result in increasing the initial cost of the unit. Programs now in effect to minimize the cost of energy conservation include Federal and state tax credits for installation of solar heaters and insulation. Loans are available to low-income families through the Pacific Gas and Electric's Weatherization Program.

GOAL H-2 **To ensure increased energy self-sufficiency through use of energy conservation measures in all homes, including low-and moderate-income housing.**

POLICIES

H-2.A The City shall promote and encourage the "weatherization" program operated by HAND and funded by Pacific Gas & Electric. *(Program Statement 2.1)*

Responsibility: HAND

Financing: Pacific Gas and Electric, State of California

Objectives: 800-1,000 homes

Time Frame: Ongoing

H-2.B The City shall encourage use of solar energy considerations in new residential construction. *(Program Statement 2.2)*

Responsibility:	Planning Department
Financing:	Staff time
Objectives:	Ongoing
Time Frame:	Ongoing

MAINTENANCE AND IMPROVEMENT OF EXISTING HOUSING

State Housing law requires housing elements to establish programs for the "improvement of housing".

The major source of new housing for future residents -- and especially low and moderate-income residents -- is turnover in the existing housing stock. Maintenance of that stock is therefore not only important to the character and quality of each neighborhood and the city as a whole but is also an important strategy for retaining a sufficient supply of good quality housing for low and moderate-income households. Programs which assist qualified property owners to maintain property -- or rehabilitate dilapidated property -- are a relatively low cost means to maintain and expand the stock of relatively affordable housing.

The City currently operates a variety of programs designed to maintain and improve the existing housing stock in Napa. These activities include: code enforcement; rehabilitation loans and grants for lower income households; annual review of the Capital Improvement Plan, allowing residential uses downtown; public outreach to encourage energy conservation in existing dwellings; follow-up for any housing discrimination complaints.

In this section, the City proposes to continue most past activities and has included additional detail on the implementation measures to achieve the goal of maintaining and improving existing housing.

GOAL H-3 **To ensure that the quality, safety, affordability, and livability of the housing stock in the City of Napa is continually maintained or upgraded, and that dilapidated housing which cannot be improved is replaced.**

POLICIES

H-3.1 The City shall continue to utilize available Federal and State housing subsidies to the fullest extent possible to assist low and moderate income households and owners of housing available to low and moderate income tenants to maintain and rehabilitate homes and apartments.

H-3.2 The City shall continue to enforce the Housing, Electrical, and Fire Prevention Codes, and the Health and Safety Regulations.

IMPLEMENTATION PROGRAMS

H-3.A Continue the rehabilitation of substandard residential units using available subsidies for lower-income residents (both owner and rental units), in addition to code enforcement. *(Program Statement 3.1)*

Responsibility:	Housing authority
Financing:	Community Development Block Grant, CHFA, HOME Program, or any other suitable State, Federal or privately-funded program.
Objectives:	1,000 senior minor repairs. Rehabilitate 75 units of substandard rental units for very-low and low income renters. Rehabilitate 100 units of substandard owner occupied housing for very low and low income families.
Time Frame:	1990-1995

H-3.B The City shall continue code enforcement of the Housing, Electrical, Fire Prevention Codes and Health and Safety Regulations by appropriate City departments. *(Program Statement 3.2)*

Responsibility:	Building Department, Fire Department
Financing:	City funds
Time Frame:	Ongoing

H-3.C The City shall continue to make information available to residents regarding home rehabilitation programs. The City shall increase public awareness of self-help and rehabilitation programs through an outreach program which could include distribution of brochures and canvassing of target neighborhoods. *(Program Statement 3.3)*

Responsibility:	Housing Authority, HAND, Building Department
Financing:	CDBG
Objectives:	Enhance existing marketing program
Time Frame:	Program in place by 1992

H-3.D The City shall ensure the maintenance of residential areas by monitoring and periodically reviewing the City's Capital Improvement Programs (CIP) affecting Napa's neighborhoods. *(Program Statement 3.4)*

Responsibility:	City Manager, Public Works and Planning Departments
Objectives:	Improvement of neighborhood quality through specific improvements as outlined in CIP.
Time Frame:	Periodically

H-3.E The City shall encourage maintenance and preservation of historic homes and structures through Historic Preservation element policies. *(Program Statement 3.5)*

Responsibility:	Planning Department, Cultural Heritage Commission
Financing:	City funds
Time Frame:	Ongoing

RETENTION OF EXISTING AFFORDABLE HOUSING

It is generally much less expensive to conserve and retain existing affordable housing stock than to build new housing and seek to make it affordable to low and very low income residents. Existing affordable housing can be lost in many ways, including: lack of maintenance, conversion from rental housing to ownership (e.g., condominium conversion), by conversion from residential use to commercial uses, and by "upgrading" an existing affordable unit to the degree that it is no longer affordable. The loss of existing affordable housing can be mitigated to some degree through City actions. For example, the City already has a condominium conversion ordinance and programs to reduce the costs of maintenance to qualified households. While "upgrading" an existing unit is often desirable, there are means available to ensure that some smaller, more affordable units are conserved.

As discussed in the section on termination of federal subsidies, the City has 140 units of affordable housing which could be lost from the stock of below-market housing in the next five years if the owner opts out of federal subsidy programs.

GOAL H-4

To retain and conserve the existing supply of high quality housing affordable to low and moderate income households.

POLICIES

H-4.1 The City shall support mixtures of residential and commercial uses in such a way that existing residences can be retained where they are compatible in downtown area.

H-4.2 The City shall continue to regulate conversions of rental developments to condominium ownership to conserve the supply of rental housing.

H-4.3 The City shall strongly encourage the retention of existing Federally subsidized affordable housing, and intervene when necessary and feasible, to preserve such housing.

IMPLEMENTATION PROGRAMS

H-4.A The City shall continue to deny condominium conversion of rental units when the city wide vacancy factor is found to be less than three percent, defined as a "severe housing shortage". If the vacancy factor is more than three percent the city may allow conversion of one-half the total number of rental units built that year to condominium units. *(Program Statement 4.1)*

Responsibility:	Planning Department, Planning Commission

H-4.B Carefully review "Plans of Action" prepared for the Federal Department of Housing and Urban Development by owners of existing subsidized projects. Should the owner opt out of the subsidy program, inform tenants of any assistance that may be available to them, and consider means of acquiring or facilitating the acquisition of units threatened with conversion to market rate (e.g., the 140-unit Napa Park Apartments). The Affordable Housing Committee will make specific recommendations to the City regarding an intervention strategy and identify possible sources of funds. *(Program Statement 4.2)*

Responsibility:	Housing authority, Affordable Housing Committee.
Financing:	Redevelopment, CDBG, Housing Authority and other sources of funds
Objectives:	Conserve 140 units of housing affordable to low and very low-income households at Napa Park Apartments
Time Frame:	1991-1995

H-4.C The City shall monitor the continuing affordability of units developed wit a density bonus or through the Special Residential policy by verifying that developers have adhered to the required deed restrictions and developer agreements which govern the affordability of such units. The City Housing Authority should create and maintain a summary of units restricted under the City's development agreements *(Program Statement 4.3)*

Responsibility:	Planning Department, City Housing Authority
Financing:	Staff time
Objectives:	Monitor units developed through the Special Residential and density bonus program.
Time Frame:	Create a list of units by 1992: monitoring is an ongoing activity.

EQUAL OPPORTUNITY HOUSING

Napa has a diverse population with varying housing needs. State law requires that the Housing Element include policies and programs to ensure equal opportunity in housing, to avoid discriminatory practices.

GOAL H-5 **To ensure that housing programs maximize choice, avoid economic segregation, and avoid discrimination base on age, sex, race and ethnic background.**

POLICIES

H-5.1 The City shall promote equal opportunity in housing assessing non-discrimination in all City housing programs.

IMPLEMENTATION PROGRAMS

H.5.A The City will continue to fund the Equal Housing Opportunity Program operated by NCRIMS. This program disperses information on fair housing laws, refers tenant complaints on discrimination and acts as tenant advocacy organization *(Program Statement 5.1)*

Responsibility:	Napa County Rental Information and Mediation Services (NCRIMS)
Financing:	CDBG
Objectives:	Ongoing
Time Frame:	Continuous

Review and Update of the Housing Element

The Housing Element is subject to specific requirements for its periodic review and update. When originally adopted in 1991, the Housing Element had a time frame through July 1996. As a result of the recession of the early 1990s and issues regarding state mandates, the State has extended the deadline for updating the element, with its next revision due by June 30, 2001.

Goal H-6 **To ensure that the goals, implementation measures and specific housing programs in this document are pursued within the establishment time frame, and continue to be compatible with other element of the General Plan.**

Policies

H-6.1 The City Housing Authority, Planning Commission, and Affordable Housing Committee shall review the effectiveness of the Housing Element's policies and programs and make recommendations to the City Council every other year following the adoption of the 1990 Housing Element Update.

H-6.2 As required by State law, the City shall complete a comprehensive review and update of the Housing Element including a reassessment of goals, implementation measures, priorities and programs in 2001.

Chapter 3

Transportation

CHAPTER 3 TRANSPORTATION

INTRODUCTION

This chapter focuses on the access and mobility needs of the residents and businesses of the city of Napa. It addresses all of the principal modes of transportation serving the city: streets and highways, transit, bicycles, pedestrians and other modes such as rail and water transport.

For the past several decades the public and private sectors have invested heavily in providing for automobiles: roads are designed for them; businesses pay the cost of providing parking for them; each homeowner absorbs the cost of a garage or other off-street parking place. Billions of public dollars have been spent on the interstate freeway system.

While the automobile is expected to continue to be the primary mode of transportation, continued over-dependence on the personal automobile has high environmental and monetary costs. As streets are widened or built, they are quickly filled by vehicles, creating a need for additional widening. Numerous multi-lane, congested streets diminish the community's character, while increased vehicle travel raises surrounding noise levels and degrades air quality.

As a society, we have spent relatively little on other modes of transportation (e.g., transit and bicycles). Nonetheless, some people resent the high costs of providing for these modes given the relatively few people who use them. But for those dependent on them -- especially the young and the old, the infirm and the poor -- transit and bicycles provide a reasonable and, for many, the only transportation alternative. The cost of providing for these alternative modes remains high and funding sources are shrinking. The challenge facing the City of Napa is to determine how to pay for these alternatives and what priority they will have in comparison to the resources devoted to continuing to serve the needs of the dominant mode of transportation, the automobile.

If there is a consistent theme for Napa's transportation planning as it approaches a new century, it is that the City must learn to do more with less. Napa's road system is largely built and is unlikely to change much over the next 25 years. There is less money for improvements, not only for roads but for transit and other modes. There is also a desire to somehow reduce the impacts of traffic on neighborhoods.

The goals, policies, and implementation programs in this chapter seek to balance the needs of current and future residents, workers, and visitors to Napa.

Major Transportation Objectives

- *Develop a transportation infrastructure that provides for an acceptable traffic flow and provides access to all destinations.*
- *Create a citywide transportation system that allows users to choose from a variety of safe transportation options including an adequate system of streets, transit, pedestrian and bicycle facilities.*
- *Minimize the negative effects of additional automobile traffic and other transportation.*

This chapter is divided into several major sections, each addressing a separate mode or aspect of the transportation system.

- Street and Roadway System
- Roadway Levels of Service
- Crucial Corridors
- Residential Streets
- Public Transit
- Bicycle Routes
- Bicycle Facilities
- Bicycle Safety
- Pedestrians
- Air, Water and Rail Transport

STREET AND ROADWAY SYSTEM

The streets and highways of the city are the key publicly-provided elements of the transportation system serving motor vehicles. While they are also used by transit, trucks, bicycles, and pedestrians, roads are designed for and used primarily by private motor vehicles. This section therefore focuses on how the roadway network currently functions in meeting motor vehicular needs and how it should function in the future.

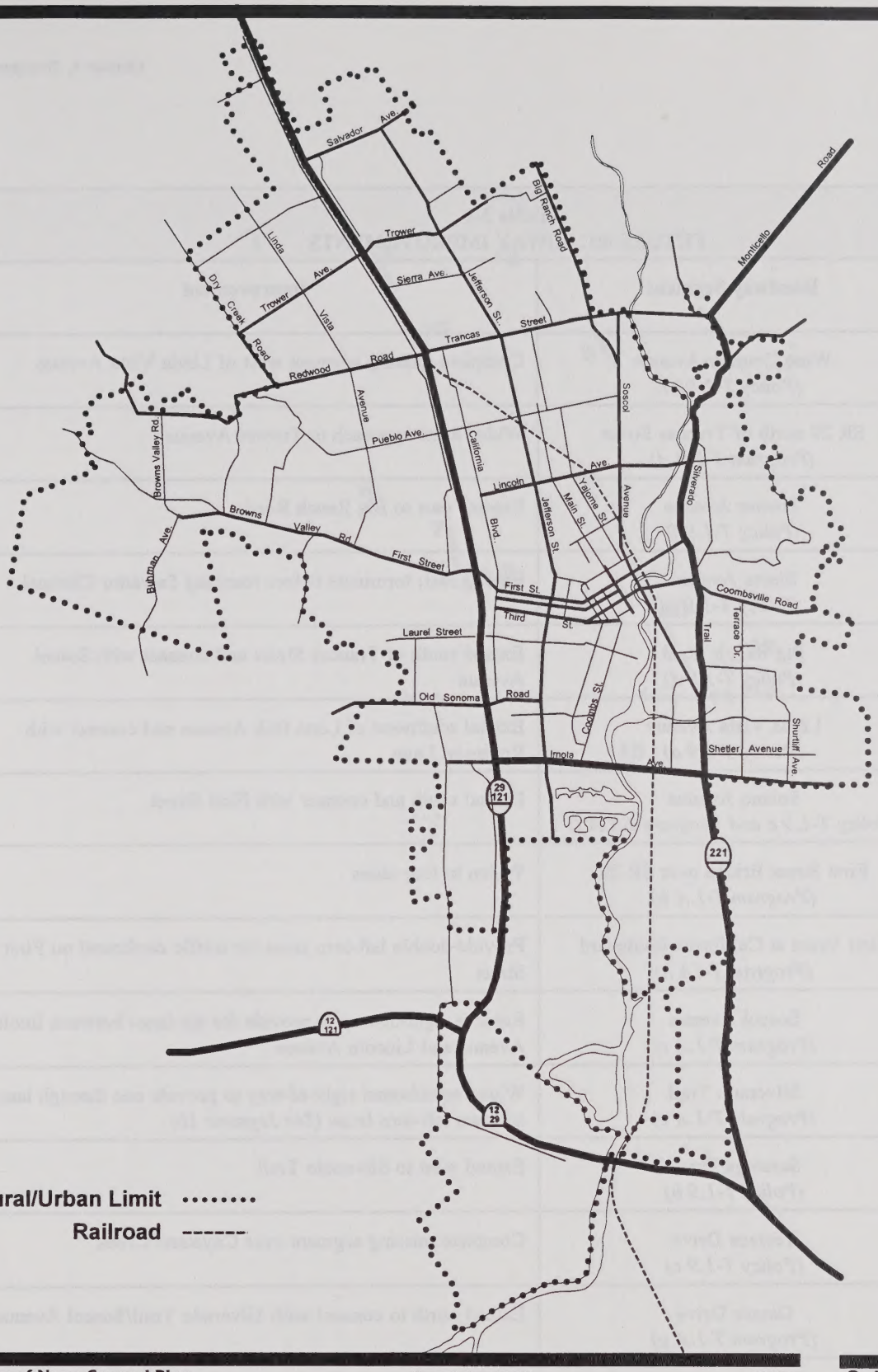
The future circulation system is shown in Figure 3-1. Improvements to the existing system are shown in Figure 3-2, and described in Table 3-1. These improvements are designed to support development shown on the Land Use Diagram.

Due to expected development and related traffic, these improvements have been identified as potentially necessary over the next 25 years in order to maintain the level of service standards set out in this General Plan. Most of these improvements are not needed immediately. But the City will need to monitor the level of service in these corridors, reserve right-of- way when feasible, and identify funding sources for improvements to ensure that an acceptable level of service is maintained.

Roadway Classification System

Roadways serve two functions that conflict from a design standpoint: to provide mobility and to provide property access. High and constant speeds are desirable for mobility, while low speeds are more desirable for property access, particularly in residential areas.

The circulation system consists of a set of roadway classifications that have been developed to guide Napa's long-range planning and programming (see Tables 3-2 and 3-3). Roadways are systematically classified based on the linkages they provide and their function, both of which reflect their importance to the land use pattern and the traveler.



Rural/Urban Limit ·····

Railroad ------

City of Napa General Plan | Roadclas.DS4 | 12/98

Figure 3-1

Future Circulation System

North

725' 1/2 Mile 1 Mile 3 Miles

0

State Highways

Arterials

Collectors

(Local Streets are not shown)

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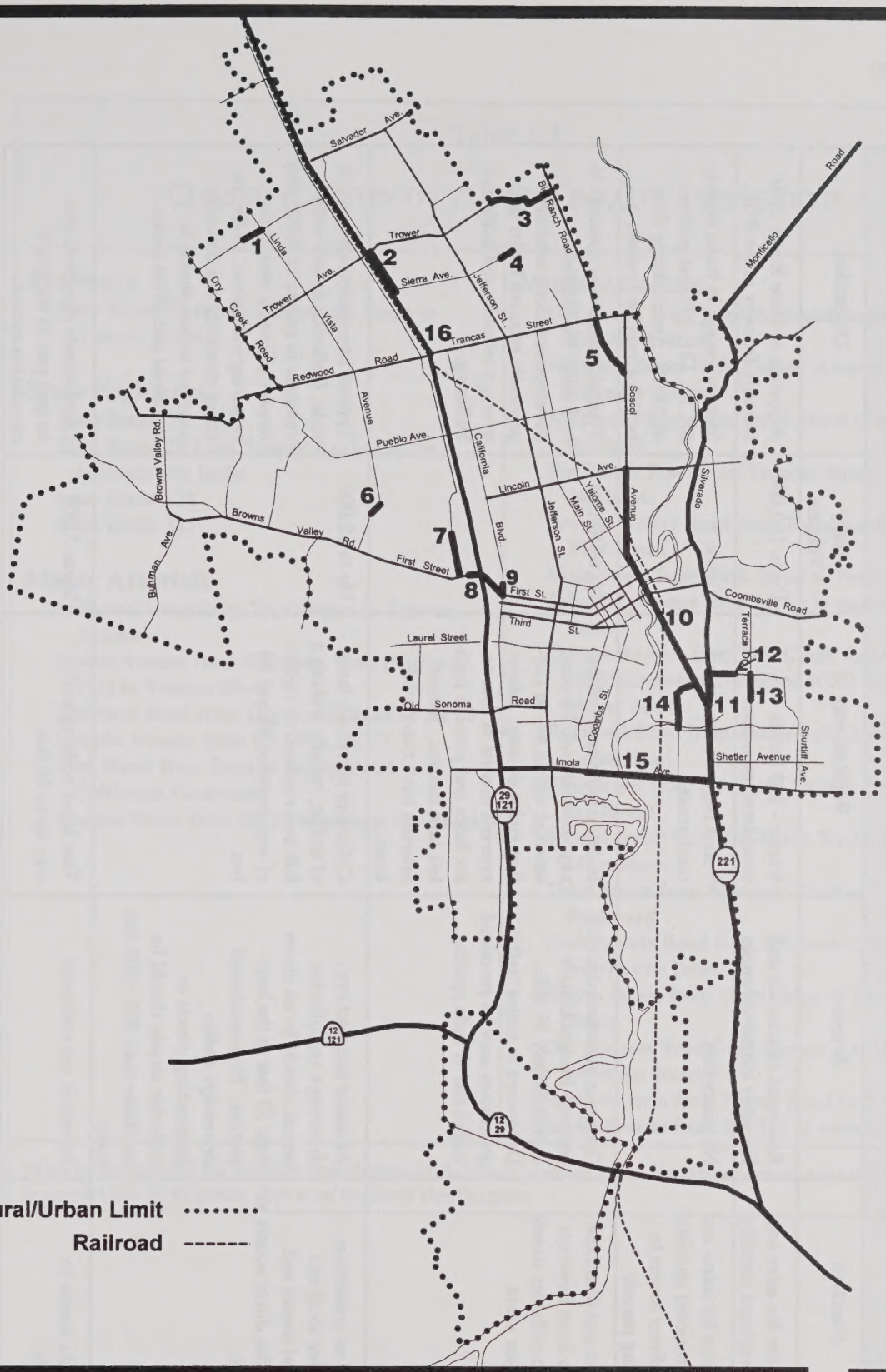
While every effort has been made to insure the accuracy of the information shown on this page, the City of Napa assumes no responsibility for liability from any errors or omissions.

Table 3-1 FUTURE ROADWAY IMPROVEMENTS		
Figure 3-2 Map No.	**Roadway Segment**	**Improvement**
1.	Wine Country Avenue *(Policy T-1.9 h)*	Complete missing segment west of Linda Vista Avenue
2.	SR 29 north of Trancas Street *(Program T-1.A d)*	Widen at its approach to Trower Avenue
3.	Trower Avenue *(Policy T-1.9 f)*	Extend east to Big Ranch Road
4.	Sierra Avenue *(Policy T-1.9 g)*	Extend east; terminate before reaching Salvador Channel.
5.	Big Ranch Road *(Policy T-1.9 d)*	Extend south of Trancas Street and connect with Soscol Avenue
6.	Linda Vista Avenue *(Policy T-1.9 a)*	Extend southwest of Lone Oak Avenue and connect with Robinson Lane
7.	Solano Avenue *(Policy T-1.9 e and Program T-1.A f)*	Extend south and connect with First Street
8.	First Street Bridge over SR 29 *(Program T-1.A b)*	Widen to four lanes
9.	First Street at California Boulevard *(Program T-1A h)*	Provide double left-turn lanes for traffic eastbound on First Street
10.	Soscol Avenue *(Program T-1.A c)*	Reserve right-of-way to provide for six lanes between Imola Avenue and Lincoln Avenue
11.	Silverado Trail *(Program T-1.A e)*	Widen southbound right-of-way to provide one through lane and two left-turn lanes (*See Segment 16)*
12.	Saratoga Drive *(Policy T-1.9 b)*	Extend west to Silverado Trail
13.	Terrace Drive *(Policy T-1.9 c)*	Complete missing segment over Cayetano Creek
14.	Gasser Drive *(Program T-1.A g)*	Extend north to connect with Silverado Trail/Soscol Avenue
15.	Imola Avenue *(Program T-1.A a)*	Widen to four lanes between Soscol Avenue and Coombs Street
16.	Highway 29 at Trancas Street Program T-1.	Install interchange



Rural/Urban Limit ·····

Railroad ------

City of Napa General Plan | Proroad.DS4 | 12/98

Figure 3-2

Future Roadway Improvements

North

725' 1/2 Mile 1 Mile 3 Miles

0

Future Roadway Improvements

The numbers indicated correspond to Table 3-1

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While every effort has been made to insure the accuracy of the information shown on this page, the City of Napa assumes no responsibility for liability from any errors or omissions.

Table 3-2

STREET AND HIGHWAY CLASSIFICATION SYSTEM

Street Type	Function	Access	Right-of-way	Daily Volume	Discussion
Freeways	Provides for intra and inter-regional mobility	Restricted to arterials and freeways via interchanges	Varies - 220 feet is considered minimum	Up to 160,000	A portion of State Route 29 is the only freeway in the RUL.
State Highways	Provides for intra- and inter-regional mobility with direct access to abutting parcels	No restriction	Varies between urban and rural areas.	Varies	State highways in Napa include SR 12, 121, 221 and portions of SR 29. Access along these facilities may be limited.
Arterials Major/Minor	Collect and distribute traffic from freeways and to collector streets and vice versa	Optimum minimum distance between intersections is approximately ½ mile. Driveways to major traffic generators may be permitted within the ½ mile spacing.	In developing areas of the city, arterials will be constructed within 84- to 128-foot rights-of-way. Major arterials consist of four to six lanes and provide for a left-turn median. Minor arterials have two travel lanes.	Up to 40,000	Typical intersection spacing: ½ to 1 mile. Residential development along arterials generally requires larger than average setbacks and landscape buffering.
Collectors	Serve as connectors between local and arterial streets and provides direct access to parcels.	At major intersections, driveways on collector streets should be no closer than 50 feet to the intersection. Non-residential driveways and/or intersecting streets or collector streets should be no closer than 300 - 400 feet apart.	Collectors carry two lanes of traffic, usually without a left turn median, on rights-of-way between 60 and 84 feet.	Up to 12,000	Typical intersection spacing: ¼ mile. Collector streets with volumes in excess of 3,000 may impact adjoining residences, requiring mitigation. Collector street standards are normally used for access streets in industrial and office parks.
Local Streets	Provide access to parcels.	Access is not restricted.	Two lanes with right-of-way up to 56 feet.	Up to 5,000	Local streets constitute the largest part of the city's circulation system.

Table 3-3

CLASSIFICATION OF FUTURE ROADWAY SYSTEM*

Freeways

State Route 29 from southern city limits to Trower Avenue

State Highways

State Route 12
State Route 29 from Trower Avenue to the northern city limits
State Route 121
State Route 221

Major Arterials

Jefferson Street from Third Street to Trower Avenue
Soscol Avenue from Silverado Trail (Highway 121) to Trancas Street
Redwood Road from Dry Creek Road to SR 29
Lincoln Avenue from SR 29 to SR 121
First Street from Browns Valley Road to California Boulevard
Trancas Street from SR 29 to eastern city limits

Minor Arterials

Dry Creek Road from Redwood Road to Trower Avenue
Jefferson Street from Trower Avenue to Salvador Avenue
Jefferson Street from Third Street to southern terminus
Big Ranch Road from Trancas Street to northern city limits
Browns Valley Road from Redwood Road to First Street
Main Street from Fifth Street to Pearl Street
Salvador Avenue from SR 29 to eastern city limits
Trower Avenue from Dry Creek Road to approximately six-hundred (600) feet east of Stover Street
Redwood Road from western city limits to Dry Creek Road
First Street from Silverado Trail to California Boulevard
Second Street from California Boulevard to Main Street
Third Street from Silverado Trail to California Boulevard
Coombsville Road from Silverado Trail to eastern city limits
Fourth Street from Third Street to Coombs Street
Old Sonoma Road from western city limits to Jefferson Street
Imola Avenue from Foster Road to SR 29
Imola Avenue from SR 221 to eastern city limits

*This table identifies the ultimate classification of the above sections of the circulation system after improvement to support the development shown on the Land Use Diagram

Table 3-3

CLASSIFICATION OF FUTURE ROADWAY SYSTEM (*Continued*)*

Collectors	Collectors *(Continued)*
Austin Way-Pinewood Drive	Orchard Avenue
Beard Road	Partrick Road
Brown Street from Vallejo Street to Clinton Street	Pearl Street
Browns Valley Road from Buhman Avenue to Redwood Road	Pueblo Avenue
Buhman Avenue	Randolph Street from Pearl Street to Fourth Street
Byway East	Robinson Lane
California Boulevard-Ormduff Street	Saratoga Drive
Calistoga Avenue	Seminary Street from Calistoga Avenue to Third Street
Clark Street	Sierra Avenue
Coombs Street from First Street to Imola Avenue	Shetler Avenue
Dry Creek Road from city limits to Trower Avenue	Shurtleff Avenue
East Avenue	Solano Avenue
El Centro Avenue	Spruce Street
Fifth Street from Coombs Street to Main Street	Stanly Lane
Foothill Boulevard	Terrace Drive
Foster Road	Terra Verde Drive
Franklin Street	Thompson Avenue
Gasser Drive	Trower Avenue *from Big Ranch Road to approximately six-hundred (600) feet east of Stover Street*
Golden Gate Drive	Vallejo Street
Kansas Avenue	Walnut Street
Laurel Street	West Pueblo Avenue
Linda Vista Avenue	West Salvador Avenue (now Wine Country)
Main Street from Pueblo Avenue to Pearl Street	Westview Drive
Montecito Boulevard	Yajome Street

*This table identifies the ultimate classification of the above sections of the circulation system after improvement to support the development shown on the Land Use Diagram

GOAL T-1 **To provide for extension and improvement of the city's roadway system to ensure the safe and efficient movement of people and goods.**

POLICIES

T-1.1 The City shall require all new development to mitigate traffic impacts in accordance with the circulation system classifications shown in Table 3-3 and reflected in the Future Circulation Improvements Diagram (Figure 3-2), with the following exceptions:

a. To encourage the use of alternatives to the personal automobile, all streets at the collector level and above are shown with five-foot bike lanes on each side. Except on designated bike routes, required bike lanes may be eliminated on a case-by-case basis, at the City's discretion.

b. Collector street standards may be adjusted for certain street development projects that involve: (1) completion of a final segment of an existing street; or (2) connection between existing streets built to previously applicable street standards. In such cases, the City may require conformance to the previous rather than current standards.

c. Cross sections shown in Figure 3-3a. and Figure 3-3b. (with the exception of hillside/rural streets) have a 10-foot sidewalk/planting strip on each side of the street, and parking shoulders. Variations may be approved by the Public Works Director depending on site conditions and expected needs.

d. Local Street Standards: Several local street cross sections are defined; minimum street standards are based on projected average daily traffic (ADT):

Minimum Local Street Standards		
ADT	Street Width	Parking
Up to 250	28 feet	One side
Up to 250	32 feet	Both sides
251-650	34 feet	Both sides
651-1,500	36 feet	Both sides

Sidewalks: Sidewalks shall generally be provided on both sides of local residential streets. The standard street section designates 4' wide sidewalks separated by landscaping. Contiguous 5.5' sidewalks adjacent to curbs may be used where there is a parking lane, projected traffic volumes are less than 650 vehicles per day, and special design features are included to meet disabled access standards at driveways. The hillside/rural section provides greater flexibility for use in areas where site conditions make use of this cross section appropriate.

On-Street Parking: On-Street parking shall be provided at a minimum ratio of 1.0 spaces per residential unit in addition to the on-site spaces required by the City's Zoning Ordinance. Parking shall generally be staggered. Where parking is provided on one side only, adequate space must be provided to allow vehicles to back out of driveways. Where lot frontages exceed 70 feet, at least five on-street spaces shall be provided within 200 feet of each driveway.

Bikeways: For streets which are designated bikeways, the minimum widths shall be increased accordingly to accommodate bicycle facilities.

The Public Works Director shall determine which local street cross section is appropriate in each case, and may approve minor modifications to local street standards, provided safe and adequate public access and circulation are preserved. The City will also review and revise as necessary, existing policies which regulate which street designs are public and which are private. Criteria will be established to restrict the use of public streets in specific situations.

e. The hillside/rural section includes a variable width (10-foot minimum) utilities strip that allows for provision of sidewalks (as shown on the left of the cross section), off traveled way parking, or dedication for slope protection, as site conditions warrant. With standard 10-foot sidewalk/planter strips on each side, the 32-foot rural/ hillside street may be appropriate in other areas, such as cul de sacs or loop streets serving up to 25 households, and small scale infill developments in the city's traditional and single family infill neighborhoods (i.e., TRI and SFI-designated areas, respectively). The Public Works Director may permit the use of this alternative street standard in these instances.

f. Street standards in Figure 3-3 are the preferred standards for new construction in newer parts of the city. In older, established parts of the city it may not be possible (or desirable) to implement these standards due to the presence of existing structures, other public facilities, or parcelization patterns. In these areas, collector and local street right-of-way standards are considered guidelines and may be modified at the discretion of the Public Works Director to support the historic development pattern.

T-1.2 The City shall assess fees on new development sufficient to cover the fair share portion of that development's impacts on the local and regional transportation system.

T-1.3 The City shall implement the major road improvements identified in Table 3-1 and any others necessary to allow the circulation system to provide adequate levels of service to accommodate future development.

T-1.4 The City shall establish plan lines and require that new developments reserve rights-of-way for widening projects and other road improvements identified in the General Plan.

T-1.5 The City shall require that new development construct improvements identified in the Capital Improvement Plan (CIP) as needed to serve the development.

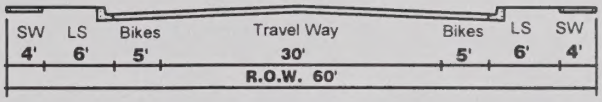
T-1.6 The City shall investigate new funding sources and seek additional funds for transportation system improvements and maintenance.

T-1.7 The City shall pursue federal and state funding to provide for construction of freeways, state highways, and arterial streets wherever federal and state programs make such funding available.

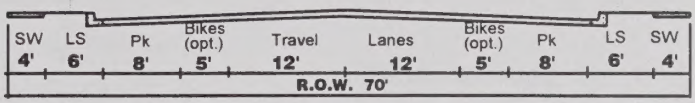
T-1.8 The City shall supplement gas tax funding by developing alternative funding sources to pay for the maintenance of improvements within public street rights-of-way.

Collectors

MINOR COLLECTOR

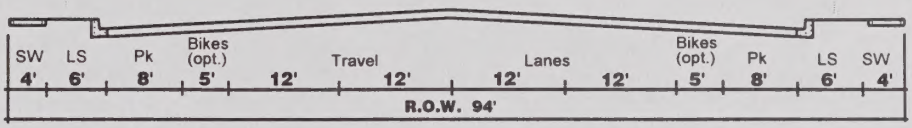


COLLECTOR

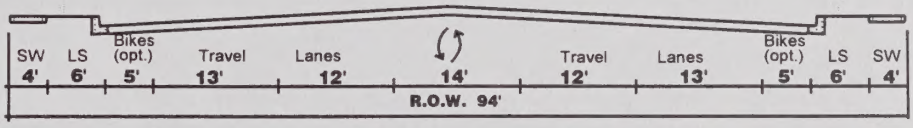


Arterials

4 - LANE ARTERIAL UNDIVIDED - NORMAL CONFIGURATION



4 - LANE ARTERIAL 2 - WAY LEFT TURN CENTERLANE / NO PARKING



4 - LANE ARTERIAL DIVIDED

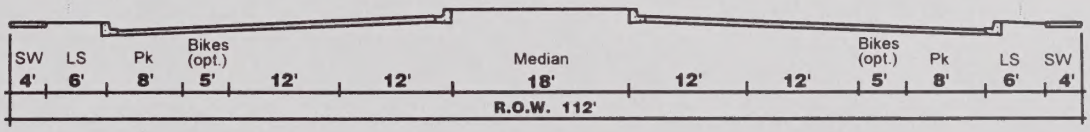


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Figure 3-3a

Street Standards Cross Sections (Arterials & Collectors)

0 3' 10' 20 Feet 60 Feet

Abbreviations:

SW	Sidewalk
LS	Landscaping
Pk	Parking
ROW	Right of Way
(opt.)	Optional

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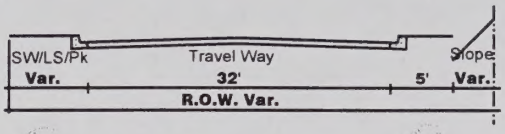
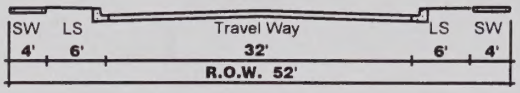
Local Streets

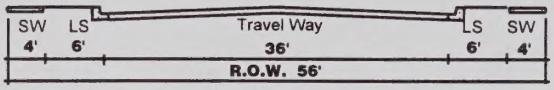
HILLSIDE & RURAL STREET



STANDARD LOW VOLUME LOCAL ACCESS

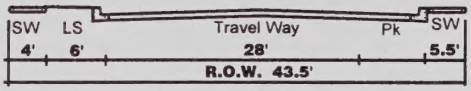


STANDARD LOCAL ACCESS

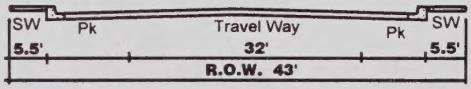


LOW VOLUME LOCAL ACCESS

PARKING ONE SIDE
ADT ≤ 250



PARKING BOTH SIDES
ADT ≤ 250



PARKING BOTH SIDES
ADT 251TO 650

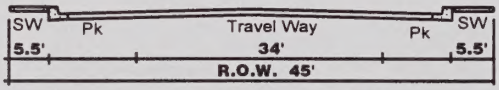
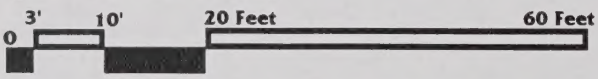


Figure 3-3b

Street Standards Cross Sections (Local Streets)



Abbreviations:

SW	Sidewalk
LS	Landscaping
Pk	Parking
ROW	Right of Way
(opt.)	Optional

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T-1.9 The City shall connect (or require the connection of) discontinuous arterial or collector streets and improve circulation network continuity involving minor access streets and other high volume streets. The missing connectors include:

a. Linda Vista Avenue from Lone Oak Avenue to Robinson Lane
b. Saratoga Drive from Terrace Drive to Silverado Trail
c. Terrace Drive: complete missing segment over Cayetano Creek
d. Soscol Avenue/Big Ranch Road: complete connector
e. Solano Avenue to First Street
f. Trower Avenue (from its eastern end) east to Big Ranch Road
g. Sierra Avenue
h. Wine Country Avenue west of Linda Vista Avenue

T-1.10 The City shall require where feasible all development and redevelopment to provide for forward entry onto arterial and collector streets.

T-1.11 The City shall provide for traffic enforcement and driver education.

IMPLEMENTATION PROGRAMS

T-1.A The City shall amend its Capital Improvement Program (CIP) to include the following needed improvements as priorities for funding:

a. Widen Imola Avenue between Soscol Avenue and Coombs Street to four lanes, including widening of the bridge over the Napa River.
b. Widen the First Street bridge over SR 29 to four lanes.
c. Reserve right-of-way to provide for six lanes in the Soscol Avenue corridor between Imola Avenue and Lincoln Avenue.
d. Widen SR 29 at its approach to Trower Avenue.
e. Widen southbound Silverado Trail at Soscol Avenue to provide one through and two left-turn lanes.
f. Extend Solano Avenue to First Street.
g. Construct Gasser Drive from south of Tulocay Creek to Silverado Trail.
h. Provide double left-turn lane for eastbound First Street at California Boulevard.

Responsibility: Public Works Department; Finance Department; City Council

Time Frame: FY 98-2010

T-1.B The City shall pursue creation of a street utility assessment district to establish a reliable funding source for long term maintenance of street improvements.

Responsibility: Public Works Department; Finance Department; City Council

Time Frame: FY 99-01

T-1.C The City shall review and update the Street Improvement Fee Program (traffic mitigation program) in order to fund construction of street improvements identified in the General Plan that are aimed at resolving capacity, service level and safety problems. The revised program will assess for costs of maintenance of street facilities and recognize that traffic impacts of new development not only affect the immediate vicinity of such development, but have a general impact on arterials and collectors citywide. The revised program will require that each new development pay its fair share of circulation system improvement costs.

Responsibility: Public Works Department; Finance Department; City Council

Time Frame: FY 99-01

T-1.D The City shall continue to implement Resolution 89-362, which establishes a Street Improvement Fee for all new development within the City of Napa, to mitigate local and regional impacts. The City shall conduct a review to update and refine Resolution 89-362 as needed, to reflect current conditions and needs.

Responsibility: Public Works Department City Council

Time Frame: Ongoing

T-1.E The City shall continue to participate as a cooperative member of the Congestion Management Agency, or its successor, to coordinate local and regional transportation needs.

Responsibility: Public Works Department
City Council

Time Frame: Ongoing

T-1.F The City shall improve the intersection of Trancas/Redwood and SR 29 by working with Caltrans to construct an interchange. Until funding becomes available, the City shall work with Caltrans and the Congestion Management Agency (CMA) to fund interim improvements. Such interim improvements may include, but are not limited to, the following:

a. Realignment of California Boulevard to align with the traffic signal at Bel Aire Shopping Center, as proposed by the interchange project.
b. Extension of Permanente Way to the newly realigned California Boulevard.
c. Improvements to the Trancas/ Redwood/SR 29 intersection itself, such as increasing left-turn storage capacity, providing for exclusive right-turn lanes or additional right-turn storage capacity.

Responsibility: Public Works Department

Time Frame: FY 00-07

T-1.G The City shall review current traffic flow conditions, transit services and County-wide transportation policies and revise transportation policies and implementation programs as necessary during the annual review of the General Plan.

Responsibility: Public Works Department

Time Frame: FY 99-00

ROADWAY LEVELS OF SERVICE

The adequacy of a road system is generally measured by both the amount of traffic it carries relative to its "design capacity," and by the amount of congestion occurring at intersections. Design capacity is determined by the number and width of lanes, the availability of parking, the number of driveways and spacing of intersections. The primary means of evaluating the adequacy of the roadway network used in this General Plan is the level of congestion occurring at intersections.

The standard method for measuring congestion is called "Level of Service" (LOS). LOS is a planning tool used to measure the amount of congestion at an intersection, with intersections rated from A to F. An intersection operating at a LOS of A through C is operating adequately. Intersections operating at LOS D through F are progressively more congested, with LOS E implying some delay and LOS F significant delay.

Level of service for signalized intersections is defined in terms of *delay*. Delay is a measure of driver discomfort, frustration, fuel consumption, and lost travel time. Specifically, level of service criteria are stated in terms of the average stopped delay per vehicle for a 15-minute analysis period. Definitions and descriptions of LOS are presented in Table 3-4.

While traffic has continued to increase, the availability of funding for traffic improvements has not. As of 1995, California is estimated to have a $5 billion shortfall in funding for needed road improvements statewide. This shortfall has led to delays in state construction funding for State Route 29 at Trancas Street/Redwood Road interchange.

As gas tax funding sources have shrunk, less money has been made available for street maintenance. Deferred maintenance has begun to affect the entire circulation system as pavement, sidewalks, and street lights continue to age. Some deficiencies in Napa's existing circulation system are the direct result of incomplete or discontinuous arterial or collector streets and lack of circulation network continuity.

This General Plan recognizes this fundamental conflict between increased traffic and decreased financial and public support for more and wider roads. This plan accepts slightly greater congestion as the price of allowing development at a reasonable cost. The LOS D adopted as an acceptable standard in this plan recognizes that through the day, almost every road will be relatively uncongested (mid-level C or better); at peak times -- morning and evening commute times -- there may be some congestion, but not the level of congestion regularly experienced in most cities in the Bay Area today.

The City's commitment to preserving the Rural Urban Limit means that all future development will occur in a limited and defined area. Because Napa is largely developed already, there are relatively few opportunities to expand existing roads or create new collectors or arterials to meet future traffic demand. Each new home and each new business will generally lead to additional automobiles on the streets of the city. These factors combined -- the RUL, an inability to significantly expand road capacity, and growth -- mean that congestion is likely to increase over time.

Table 3-4
DEFINITIONS OF LEVEL OF SERVICE FOR SIGNALIZED INTERSECTIONS

Level of Service	Description
A	Describes operations with very low delay (i.e., less than 5.0 sec per vehicle). This occurs when progression is extremely favorable, and most vehicles arrive during the green phase. Most vehicles do not stop at all. Short cycle lengths may also contribute to low delay.
B	Describes operations with delay in the range of 5.1 to 15.0 sec per vehicle. This generally occurs with good progression and/or short cycle lengths. More vehicles stop than for LOS A, causing higher levels of average delay.
C	Describes operations with delay in the range of 15.1 to 25.0 sec per vehicle. These higher delays may result from fair progression and/or longer cycle lengths. Individual cycle failures may begin to appear at this level. The number of vehicles stopping is significant at this level, although many still pass through the intersection without stopping.
D	Describes operations with delay in the range of 25.1 to 40.0 sec per vehicle. At level "D", the influence of congestion becomes more noticeable. Long delays may result from some combination of unfavorable progression, long cycle lengths, or high v/c ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable.
E	Describes operations with delay in the range of 40.1 to 60.0 sec per vehicle. This is considered to be the limit of acceptable delay. These high delay values generally indicate poor progression, long cycle lengths, and high v/c ratios. Individual cycle failures are frequent occurrences.
F	Describes operations with delay in excess of 60.0 seconds per vehicle. This is considered to be unacceptable to most drivers. This condition often occurs with oversaturation, i.e., when arrival flow rates exceed the capacity of the intersection. It may also occur at high v/c ratios below 1.00 with many individual cycle failures. Poor progression and long cycle lengths may also be major contributing causes to such delay levels.

Source: 1985 *Highway Capacity Manual*

Even with planned improvements, service at some intersections will likely deteriorate below LOS D over the 25-year time frame of this plan. The improvements required to maintain LOS D are not considered feasible due to very high cost or the impacts of the improvements. Accordingly, this plan establishes LOS E at peak times for a few intersections, as listed in the following policies.

GOAL T-2 **To maintain an adequate road system that is attractive and provides for efficient movement of people, goods, and services within the city, and adequate connections to the region and state.**

POLICIES

T-2.1 The City shall ensure that traffic levels of service (LOS) will not exceed midrange LOS D at all signalized intersections on arterial and collector streets with the following exceptions, where midrange LOS E will be permitted:

a. Downtown Napa within the area bounded by Soscol Avenue, First Street, California Boulevard and Third Street;

b. Jefferson Street between Third Street and Old Sonoma Road; and

c. Silverado Trail between Soscol Avenue and First Street.

In addition, until funding is available to improve the intersection of Trancas/Redwood and SR 29, LOS F shall be permitted.

T-2.2 The City shall ensure that all new development and redevelopment will meet adopted service levels (LOS) for transportation facilities unless findings are made that achieving other specific public goals found in this General Plan outweigh this requirement.

T-2.3 The City shall focus on signalized intersections when evaluating street system LOS.

T-2.4 When reviewing projects, the City shall monitor stop controlled intersections using LOS and the Highway Capacity Manual criterion as a guideline, applying CALTRANS signal warrant evaluation as indicated, and requiring mitigation as necessary.

T-2.5 The City shall ensure that streets are designed with attractive landscape amenities and street trees wherever possible.

T-2.6 The City shall designate truck routes to avoid truck travel through residential neighborhoods whenever possible.

T-2.7 The City shall restudy the access to and circulation in the downtown area to determine the optimum solution to vehicle circulation that will coordinate with downtown improvement projects while providing for the circulation needs of the local citizen as well as the visitor. *(Also see LU-6.6 and HR-4.6)*

CRUCIAL CORRIDORS

One of the City's key circulation policies in its traffic management strategy has been to reserve traffic capacity within major corridors for communitywide circulation. These facilities are known as "crucial corridors" and City policy has limited development with direct access to these streets to low-traffic-generating uses.

Trancas Street, Jefferson Street, Imola Avenue, Lincoln Avenue, Soscol Avenue, and Silverado Trail serve a particularly vital role in communitywide circulation and in providing accessibility to key community facilities. These roads serve wider community purposes and therefore have considerably greater importance than most streets primarily serving fronting properties. Each crucial corridor has limited traffic capacity. Current traffic is approaching capacity in most of these corridors. Soscol and Silverado will approach capacity as Napa nears build out of the RUL.

GOAL T-3 **To maintain acceptable traffic flow along Napa's crucial corridors.**

POLICIES

T-3.1 The City shall require development within crucial corridors to adhere to the special guidelines set out in this section. The crucial corridor arterials are:

a. Imola Avenue West (SR121) - from west of Lernhart Street to Soscol Avenue

b. Trancas Street - from State Route 29 to Soscol Avenue

c. Lincoln Avenue - from Jefferson Street to Silverado Trail

d. Jefferson Street - from Trancas Street to Imola Avenue

e. Soscol Avenue - from north of Lincoln Avenue to Imola Avenue

f. Silverado Trail (SR121) - from Soscol Avenue to Trancas Street

Uses along these arterials shall generally generate less than 520 trips/day/acre.

West Imola Avenue (SR 121): Lernhart Street to Soscol Avenue

T-3.2 The City shall require development along West Imola Avenue between Lernhart Street and Soscol Avenue to comply with the following guidelines:

a. Limit access to West Imola Avenue from fronting parcels in order to avoid impacts on the Maxwell Bridge, unless the City Council makes a determination that the benefits of the project will clearly outweigh the adverse effect of the project on the Imola Avenue Crucial Corridor.

b. Require side street access for parcels fronting on West Imola Avenue whenever possible.

c. Limit uses on any property which must use direct access to West Imola Avenue to those generating extremely low traffic (as defined in the *ITE Trip Generation Manual* or as determined by the Public Works Director), unless the City Council makes a determination that the benefits of the project will clearly outweigh the adverse effect of the project on the West Imola Avenue Crucial Corridor.

d. As development occurs or uses change at West Imola Avenue and Soscol Avenue, reserve adequate right-of-way for street improvements designed to facilitate use of Soscol Avenue as a major north-south corridor.

Trancas Street: State Route 29 to Soscol Avenue

T-3.3. The City shall require development along Trancas Street between Jefferson Street and the RUL at the Napa River to comply with the following guidelines:

a. Restrict fronting properties to low traffic-generating uses in order to preserve capacity in this area for medical uses. Capacity shall be reserved to provide for access to the Queen of the Valley Hospital, medical/dental offices, medical laboratories, and other medical type office uses.

b. Through careful traffic planning, minimize the impacts of the high traffic-generating hospital use on Trancas Street likely to result from improvements to the Queen of the Valley Hospital.

c. Require medical/dental offices, medical laboratories, and other medical type office uses to be planned as integrated planned developments to reduce traffic interruptions on Trancas Street. When traffic-intensive medical/dental offices and other medical type office uses are proposed, the following standards shall apply:

i. Plan driveway locations to include relocation of driveway access points on existing sites if necessary.
ii. Generally prohibit drive up windows. When allowed, restrict all impacts to the site, and allow no separate entrances or exits to the street.
iii. Provide adequate parking (including more than minimum requirements if necessary) so that there will be no off-site parking impacts.
iv. Require combining of parking lots and access points with joint access and parking agreements where possible.
v. Minimize number of access points.
vi. Plan entrance and egress to avoid cars queuing in street.

d. When nonmedical/dental traffic-intensive uses are proposed, the following guideline shall apply in addition to the standards in T-3.3 (c):

i. Consider traffic generation characteristics of traffic intense uses and limit density/intensity of proposed development as appropriate. Net traffic generation of a reasonably comparable, permissibly sized nontraffic intense use on the same site shall be a basis for assessing reasonable densities/ intensities for proposed traffic intense uses.

T-3.4 The City shall require development along Trancas Street between Jefferson Street and SR 29, and between Big Ranch Road and Soscol Avenue, to comply with the following guidelines:

a. Discourage additional high traffic-generating uses from locating in these areas and limit the impacts of those which do locate through strict site development standards.

b. When traffic-intensive uses are proposed, apply the following standards:

i. Require driveway locations to be planned and include relocation of driveway access points on existing sites if necessary.
ii. Generally prohibit drive-up windows. When allowed, restrict all impacts to the site, and allow no separate entrances or exits to the street.
iii. Provide adequate parking (including more than minimum requirements if necessary) so that there will be no off-site parking impacts.
iv. Encourage combining of parking lots and access points through joint access and parking agreements.
v. Minimize the number of access points.
vi. Plan entrance and egress to prevent cars from queuing in the street.

Lincoln Avenue: Jefferson Street to Silverado Trail

T-3.5 The City shall require development along Lincoln Avenue between Jefferson Street and Silverado Trail to comply with the following guidelines:

a. Discourage additional high traffic-generating uses from locating in these areas and limit the impacts of those which do locate through strict site development standards.

b. When traffic intensive uses are proposed, apply the following standards:

i. Require driveway locations to be planned and include relocation of driveway access points on existing sites if necessary.
ii. Generally prohibit drive-up windows. When allowed, restrict all impacts to the site, and allow no separate entrances or exits to the street.
iii. Provide adequate parking (including more than minimum requirements if necessary) so that there will be no off-site parking impacts.
iv. Encourage combining of parking lots and access points through joint access and parking agreements.
v. Minimize the number of access points.
vi. Plan entrance and egress to prevent cars from queuing in the street.

Jefferson Street: Trancas Street to Imola Avenue

T-3.6 The City shall require new development along Jefferson Street between Trancas Street and Lincoln Avenue to comply with the following guidelines:

a. Discourage additional high traffic-generating uses from locating in these areas and limit the impacts of those which do locate through strict site development standards.

b. When traffic intensive uses are proposed, apply the following standards:

i. Require driveway locations to be planned and include relocation of driveway access points on existing sites if necessary.
ii. Generally prohibit drive-up windows. When allowed, restrict all impacts to the site, and allow no separate entrances or exits to the street.
iii. Provide adequate parking (including more than minimum requirements if necessary) so that there will be no off-site parking impacts.
iv. Encourage combining of parking lots and access points through joint access and parking agreements.
v. Minimize the number of access points.
vi. Plan entrance and egress to prevent cars from queuing in the street.

T-3.7 The City shall require new development along Jefferson Street between Lincoln Avenue and Laurel Street to comply with the following guidelines:

a. Limit uses to nontraffic intensive types.

b. Require the combination of smaller parcels into larger sites and the use of side streets for access where possible.

c. Minimize the number of access points by encouraging shared access and other means of consolidating or eliminating curbcuts.

T-3.8 The City shall require new development along Jefferson Street between Laurel Street and West Imola Avenue to comply with the following guideline:

a. Limit development to back on treatments where possible. Where back on treatment is not possible or may conflict with existing neighborhood character, locate access points to reduce conflicts with arterial street corridors.

Soscol Avenue: West Imola Avenue to Trancas Street

T-3.9 The City shall require new development along Soscol Avenue between Lincoln Avenue and Trancas Street to comply with the following guidelines :

a. Limit development to back on treatments where possible. Where back on treatment is not possible or may conflict with existing neighborhood character, locate

access points to reduce conflicts with arterial street corridors.

T-3.10 The City shall require new development along Soscol Avenue between First Street and Lincoln Avenue to comply with the following guidelines:

a. Existing land uses, which are primarily business park (light industry, offices, large item retail sales) uses on large sites will continue. New tourist or general commercial areas must include traffic mitigation measures when appropriate.

b. Discourage traffic-intensive uses in this area unless they are integrated into larger sites. Uses such as fast food restaurants, banks, and savings and loan offices will be allowed only as accessory uses to large site developments.

T-3.11 The City shall require new development along Soscol Avenue between West Imola Avenue and First Street to comply with the following guidelines:

a. Discourage additional high traffic-generating uses from locating in these areas and limit the impacts of those which do locate through strict site development standards.

b. When traffic intensive uses are proposed, apply the following standards:

i. Require driveway locations to be planned and include relocation of driveway access points on existing sites if necessary.
ii. Generally prohibit drive-up windows. When allowed, restrict all impacts to the site, and allow no separate entrances or exits to the street.
iii. Provide adequate parking (including more than minimum requirements if necessary) so that there will be no off-site parking impacts.
iv. Encourage combining of parking lots and access points through joint access and parking agreements.
v. Minimize the number of access points.
vi. Plan entrance and egress to prevent cars from queuing in the street.

Silverado Trail: Soscol Avenue to Trancas Street

T-3.12 The City shall require new development along Silverado Trail between Soscol Avenue and Trancas Street to comply with the following guideline:

a. Limit development to back on treatments where possible. Where back on treatment is not possible or may conflict with existing neighborhood character, locate access points to reduce conflicts with arterial street corridors.

IMPLEMENTATION PROGRAMS

T-3.A The City shall continue to apply the Traffic Impact Overlay to properties on designated crucial corridors.

Responsibility: Planning Department; Public Works Department

Time Frame: Ongoing

City of Napa General Plan | Crucorid.DS4 | 12/98

Figure 3-4

Crucial Corridors

North

Crucial Corridor

725' 1/2 Mile 1 Mile 3 Miles

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While every effort has been made to insure the accuracy of the information shown on this page, the City of Napa assumes no responsibility for liability from any errors or omissions.

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RESIDENTIAL STREETS

It is a simple fact of transportation planning that everyone wants to get everywhere as conveniently, safely, and quickly as possible, but no one wants anyone else to go through their neighborhood to get there. Since every road goes through *someone's* neighborhood, this creates a conflict between "community good" and "neighborhood good".

The desire for quiet and safe streets competes with the desire for efficient citywide transportation. The result has been the installation in some cities of speed bumps, barriers, intersection bulbs, modified paving techniques, narrower streets, private streets, and a host of other tools collectively known as "traffic calming."

But the use of these tools comes at a cost: through-traffic is forced onto fewer streets (thereby making them more congested), and while automobiles may be slowed in the neighborhoods, so are police and fire vehicles responding to emergencies. The conflict between quiet streets and access needs is likely to intensify in the next 25 years, and the issue of traffic calming is likely to be an ongoing debate.

GOAL T-4 **To protect residential neighborhoods from high-volume and high-speed traffic and its effects.**

POLICIES

T-4.1 The City shall identify neighborhoods where traffic conditions may indicate the need for traffic calming measures. Conditions will include, but not be limited to, high vehicle operating speeds, high traffic volumes, and/or high accident rates.

T-4.2 The City shall require design of new local streets to balance circulation needs with neighborhood character while still providing an interconnected street network.

T-4.3 Where private streets are permitted, the City shall promote design that is safe and attractive.

T-4.4 The City shall include a minimum unobstructed width in the private street standards sufficient to allow for access of emergency and service vehicles.

T-4.5 The City shall, whenever possible, require private streets to be consistent with public street standards (e.g., for utilities, street lights, sidewalks, street trees, parking), as well as to include traffic calming measures where appropriate.

IMPLEMENTATION PROGRAMS

T-4.A The City shall prepare traffic calming standards and other measures to provide increased protection to existing neighborhoods.

Responsibility: Public Works Department; Traffic Advisory Committee

Time Frame: FY 99-01

T-4.B The City shall investigate the feasibility of creating a special assessment district to fund capital improvements for traffic calming.

Responsibility: Public Works Department; Finance Department

Time Frame: FY 03-05

T-4.C The City shall review and update its development standards for new and retrofitted private streets that result in safe and attractive facilities.

Responsibility: Planning Department; Traffic Advisory Committee

Time Frame: FY 99-01

PUBLIC TRANSIT

The city of Napa is currently served by two fixed route bus-transit systems: Valley Intracity Neighborhood Express (the VINE) operated by the City, and Napa Valley Transit (NVT) operated by the City under a joint powers agreement among the County and its cities.

The City's transit services provide basic community wide accessibility for the transit-dependent and an optional travel mode for others whose origins and destinations are conveniently located with respect to the transit route. The VINE is a five-route, nine-bus fixed-route system. Most routes meet at the downtown transit terminal which allows for convenient transfer between lines and good access throughout the city without more than one transfer.

Additional service is added during the school year to accommodate the peak loads of students who use the system for trips primarily to middle and high schools in Napa. In addition, all schools within the city limits are served directly by transit routes within one block of the school site.

Napa Valley Transit (NVT) operates (1995) 13 trips per day between Napa and Vallejo to the south, and nine trips between Napa and Calistoga to the north. NVT also provides regional connections to the Bay Area via coordination with the Vallejo Ferry and BARTlink buses to BART. The main transfer terminal for the VINE and NVT is located in downtown Napa, providing timed transfers for passengers between routes and systems on weekdays. Amenities at the terminal include loading and waiting areas, an information office, and public restrooms.

In fiscal year 1993/94, the VINE and NVT carried a combined total of over 700,000 passenger trips, slightly more than two percent of all street and highway trips within the county. Although the two systems account for only a small percentage of all trips, the average number of trips on the VINE averages 10 trips per capita per year for every resident of the city, indicating heavy use by certain segments of the population.

Potential new demands for transit may include the following:

- Special service to commercial centers such as the Factory Outlets and the South Napa Marketplace, linking these new commercial centers with Downtown;
- Improved service to the Corporate Park as it continues to grow and become a major employment center in the city;
- Increasing demand by the elderly and by the young. In the next 20 years, the proportion of the elderly is expected to increase significantly, as will the number of school age children -- the two largest transit-dependent groups.

Service needs may also include new or restructured routes, longer operating hours, more frequent service, or special service for major employers. The City may also need to reconfigure its current system to address capacity problems at the downtown transit terminal

While need is likely to increase, the availability of public subsidies to maintain and increase transit service is shrinking. The City of Napa recovers only 16 to 22 percent of its operating costs from the farebox. State and federal funding for transit operating costs is expected to decline over the next decade. In an effort to address funding concerns at a time of increasing rider demands, the Metropolitan Transportation Commission (MTC) recently funded a study of the potential benefits of system consolidation in Napa County.

GOAL T-5 **To develop and maintain an efficient and convenient transit system providing alternatives to the use of the personal automobile to residents, workers, and visitors within the city, with connections to Napa County and the region.**

POLICIES

T-5.1 The City shall continue to evaluate and support financially feasible transit services within the city with the objective of increasing the transit/automobile mode split to five percent transit by 2020.

T-5.2. The City shall continue to implement the VINE's combined geographic and frequency of service standards, as follows:

a. Bus routes should be located within ¼ mile of 85 percent of city residences, and within ¼ mile of 90 percent of city activity centers.

b. 60 percent of bus routes should operate at half-hour intervals, with the remaining 40 percent operating at hourly intervals.

T-5.3 The City shall, when financially feasible, consider increasing the level of transit service (routes, frequency of service) as the demand for transit service grows.

T-5.4 Where opportunities arise, the City shall give high priority to coordinating Napa transit services with inter-city and regional services.

T-5.5 The City shall support reasonable consolidation of transit services to achieve efficiency and effectiveness throughout the valley and to improve commuter linkages to transit systems in adjoining counties.

T-5.6 The City shall, when feasible, use opportunities created by completion of discontinuous elements of the arterial/ collector system to eliminate long one-way loops at the outer ends of existing routes.

T-5.7 When new development occurs on any arterial or collector street with an existing or planned bus route, the City shall require the dedication and/or provision of bus turn-outs in appropriate locations.

T-5.8 The City shall evaluate the operation of facilities and continue to support the most efficient and convenient location for transfer and operational facilities, with supplemental facilities for transfers at key locations. The City shall continue to coordinate the route structure so that buses meet downtown for convenient transfers.

T-5.9 The City shall plan for terminal and operations facility expansion in updates to the *Short Range Transit Plan* and transit capital planning process.

T-5.10 The City shall explore the feasibility of developing a satellite transfer point and park-and-ride facility in conjunction with the Trancas/SR 29 Interchange project.

T-5.11 The City shall consider available sites downtown for possible use as a satellite or replacement terminal and/or operational facilities, and establish priorities for reserving these sites for such use in the future.

T-5.12 The City shall encourage developers to include public transit support and promotion of other alternatives to single occupancy vehicles (SOV) in commercial development projects. Support may include provision of discount bus passes to employees, bicycle facilities, transit information displays, and on-site transit facilities (turnouts or berthing space, shelters, and access).

T-5.13 The City shall consider some or all of the following programs, or other reasonable programs, encouraging alternatives to the private auto:

a. Allow a reduction in the number of required parking spaces in a development in exchange for a financial commitment to alternative commute modes.
b. Allow developers to contribute to the operating costs of new routes and/or increasing the frequency for buses serving their employees or customers in lieu of other transportation impact mitigation programs.
c. Encourage commercial developers with projects projected to employ 50 or more people to provide carpool parking spaces close to the building entrances.

T-5.14 The City may permit reductions in minimum parking requirements for new developments where transit is available.

T-5.15 The City shall define adequate access to a private commercial and/or industrial project to include egress through the property, pullout areas, handicapped accessible shelters and/or benches at passenger loading areas, signs, poles, and high grade pads for bus parking as necessary.

T-5.16 The City shall, where appropriate, establish cooperative agreements with developers to share the costs of providing access and to share liability responsibility for transit's presence on a property.

T-5.17 The City shall provide for the ongoing maintenance of transit vehicles, transit stops and other appurtenant transit facilities that contribute to the quality and character of the street environment.

IMPLEMENTATION PROGRAMS

T-5.A The City shall develop standards for the location and construction of bus turnouts, based on existing and possible transit routes, bus design and operating characteristics, and other relevant criteria.

Responsibility: Public Works Department

Time Frame: FY 03-05

T-5.B The City shall develop zoning incentives for use during the review of development applications that encourage alternatives to the use of private autos.

Responsibility: Planning Department; Public Works Department

Time Frame: FY 03-05

BICYCLE TRAVEL

Bicycle users can be divided into three general groups, each with different facility needs.

Avid bicyclist. This group uses bicycles regularly, including for commuting to work, running errands, and other purposes. They generally insist on equal access to city streets and seek the most direct routes, regardless of route designations and other factors. They tend to be attuned to bicycle safety issues and want barriers to bicycle use eliminated.

Regular bicyclists. These bicyclists use bicycles irregularly for transportation and recreation, especially to nearby destinations. They are a diverse group but, in general, tend to look for safe and efficient routes and try to avoid perceived hazards and heavily traveled roads.

Children. Children often use the bicycle as a primary mode of personal transportation around the neighborhood and to school. Children are the least sophisticated bicycle riders and are least attuned to potential hazards. They generally require education on the rules and responsibilities of bicycle use, and need safe routes to their primary destinations.

The 1990 Census indicated that 1.5 percent of the employees who live and work in south Napa County commuted to work by bicycle. These individuals tend to fit into the *avid bicyclist* category. While the percentage who commuted by bicycle may seem small, it is a larger percentage than commuted by public transit (1 percent) and higher than the average for the Bay Area as a whole (1 percent). The commuting bicyclist is a relatively small percentage of all bicyclists.

While there are no hard data, anecdotal evidence points to a significant growth in the use of bicycles in Napa over the past 10 years. Nationally, the Bicycle Federation of America reports that the number of people who bicycle increased 33 percent between 1983 and 1993. Bicyclists in Napa also include a large number of tourists who travel through the city as part of longer valley tours. A countywide comprehensive bicycle plan, prepared by the Napa County Congestion Management Agency was adopted on October 1996.

In 1994, the City's Bicycle Advisory Committee (BAC) evaluated the current state of the city's bicycle route network and identified the following key concerns:

- Lack of continuous designated facilities and connections to key destinations. Few routes are continuous through the city and many routes and bicycle lanes come to an abrupt end, with no signage or information for bicyclists as to how to proceed.

- Poor information for bicyclists. Bicycle signage is poor and provides little useful information. There is no bicycle route map and a general lack of information for bicyclists traveling through the city.

- Many bicycle routes do not meet the needs and current use patterns of bicyclists. BAC members noted that many of the existing bicycle routes do not coincide with common destination and travel needs. Because the system is incomplete and poorly signed, it doesn't meet the needs of less experienced or youthful bicyclists. Many of the designated routes are impractical or unsafe for bicycle use due to inadequate widths, especially where parking is also permitted.

- Lack of special treatments at intersections and barriers discourage safe bicycle travel. Intersections are particularly dangerous for bicycles: intersections with sensors do not provide for bicycles and those streets that include bike lanes do not generally make provision for those lanes through intersections. Many of the major east/west and north/south routes through the city include segments which are too narrow for safe bicycle travel; poor signage compounds the difficulty for a bicyclist making a route decision.

- Lack of maintenance of existing bicycle facilities. Bicycle routes do not seem to be regularly swept and debris gathers in the lanes, posing a risk to bicyclists. Some bicycle routes have potholes, and bicycle lane lines are not necessarily repainted when road repairs are completed.

The potential for bicycle use to increase in Napa is very high. The use of bicycles for commuting to work is directly related to average commute distances, and the south Napa County area has one of the shortest average

commutes in the Bay Area. Moreover, a relatively high percentage of individuals both live and work within the city or surrounding areas.

Other small cities that have encouraged bicycling as an alternative to the automobile (such as Palo Alto and Davis) have significantly increased the number of riders over the years, contributing to an overall reduction in congestion and reducing the impacts of the automobile (noise and air pollution) on those communities.

Bikeway System

Figure 3-5 shows Napa's existing bikeway system, together with proposed improvements. The system is divided into three types, according to California Department of Transportation (Caltrans) classification system.

Class I Bikeway	Dedicated bike path which is separated from motorists by a space or physical barrier, or is on a separate right-of-way.
Class II Bikeway	Bike lane on a roadway with restricted right-of-way designated by signs and pavement marking for the use of bicycles.
Class III Bikeway	Bike route with shared right-of-way designated by signs on roadways.

In addition, Chapter 5, Parks and Recreation, calls for a trail system to integrate the various destinations into a bicycle commuter, pedestrian, and recreation system.

GOAL T-6 **To develop and maintain a safe, integrated bicycle route network for residents and visitors, connecting key destinations to neighborhoods, neighborhoods to each other, and the City of Napa to the county**

POLICIES

T-6.1 The City shall promote the development of a comprehensive and safe system of recreational and commuter bicycle routes. To this end, the City shall continue to implement the bicycle network shown in Figure 3-5.

T-6.2 The City shall apply for funding to undertake bicycle network route improvements that include the following components:

a. Completion of through north/south and east/west routes

b. Completion of elements of the existing network

c. Connections to employment centers and shopping areas: downtown, corporate park, Trancas, State Hospital

d. Connections to larger schools (high schools, middle schools; Napa Valley College)

e. Connections to Napa to destinations outside Napa (e.g., "Up-valley", Vallejo, Sonoma Valley)

f. Easily and affordably implemented, building on the existing network

g. Off-road routes such as the River Trail; Wine-Train trail ("Rail Trail")

T-6.3 The City shall evaluate the feasibility of establishing two "bicycle boulevards" to provide priority travel for bicycles, establishing a north/south and east/west route through the city.

T-6.4 The City shall provide for safe bicycle lanes on new or reconstructed freeway crossings and bridges. The City shall also consider modifications to existing bridges and freeway crossings to improve bicycle safety.

T-6.5 The City shall consider the feasibility of constructing a bicycle/pedestrian bridge over Highway 29 at Pueblo Avenue.

T-6.6 The City shall consider innovative ways of encouraging bicycle use on a few key through streets that are normally too narrow (in part or in whole) to safely accommodate bicycles.

T-6.7 The City shall incorporate designs to support bicycle operating characteristics in intersections and traffic control systems.

T-6.8 The City shall provide for bicycle storage and access in future development.

T-6.9 The City shall promote bicycle access in the site planning and design of all residential subdivisions over 20 units, and of all commercial or industrial projects over 20,000 square feet.

T-6.10 The City shall encourage bicycling by providing information to the public and participating in regional bicycle planning efforts. To this end, the City shall support efforts by the County to prepare a regional bicycle plan and a regional bicycle route map.

T-6.11 The City shall maintain existing bicycle facilities and regularly review the status of the City's progress in improving bicycle facilities.

T-6.12 The City shall incorporate regional bicycle routes (such as the Bay Trail) into the City bicycle route system.

IMPLEMENTATION PROGRAMS

T-6.A The City shall investigate the feasibility and location of two "bicycle boulevards" in the City of Napa, to include a north/south and an east/west route.

Responsibility: Public Works Department

Time Frame: FY 03-05

T-6.B The City shall investigate innovative ways of encouraging bicycle use on a few key through streets which are normally too narrow (in part or in whole) to safely accommodate bicycles. Such innovations may include prohibiting parking during peak travel times and/or prohibiting parking on one side of a particularly important street and restriping the street for bicycle lanes. Candidate streets for this type of treatment include Lincoln Avenue and narrower portions of Jefferson Street and others deemed appropriate by the Public Works Director.

Responsibility: Public Works Department

Time Frame: Ongoing

T-6.C The City shall investigate the feasibility of constructing a bicycle/pedestrian bridge over Highway 29 at Pueblo Avenue.

Responsibility: Public Works Department; Community Resources Department

Time Frame: FY 99-03

T-6.D The City shall, as funding permits, implement a demonstration project for intersection controls. Based on the results of the demonstration project, the City may prepare a recommendation for new intersection design and control standards which are "bicycle friendly".

Responsibility: Public Works Department

Time Frame: FY 99-01

T-6.E The City shall seek funding from ISTEA and other funding programs to retrofit intersections along designated bicycle routes to make them bicycle friendly.

Responsibility: Public Works Department

Time Frame: Ongoing

T-6.F The City shall, as funding is available, prepare a bicycle route map to be made available to the public.

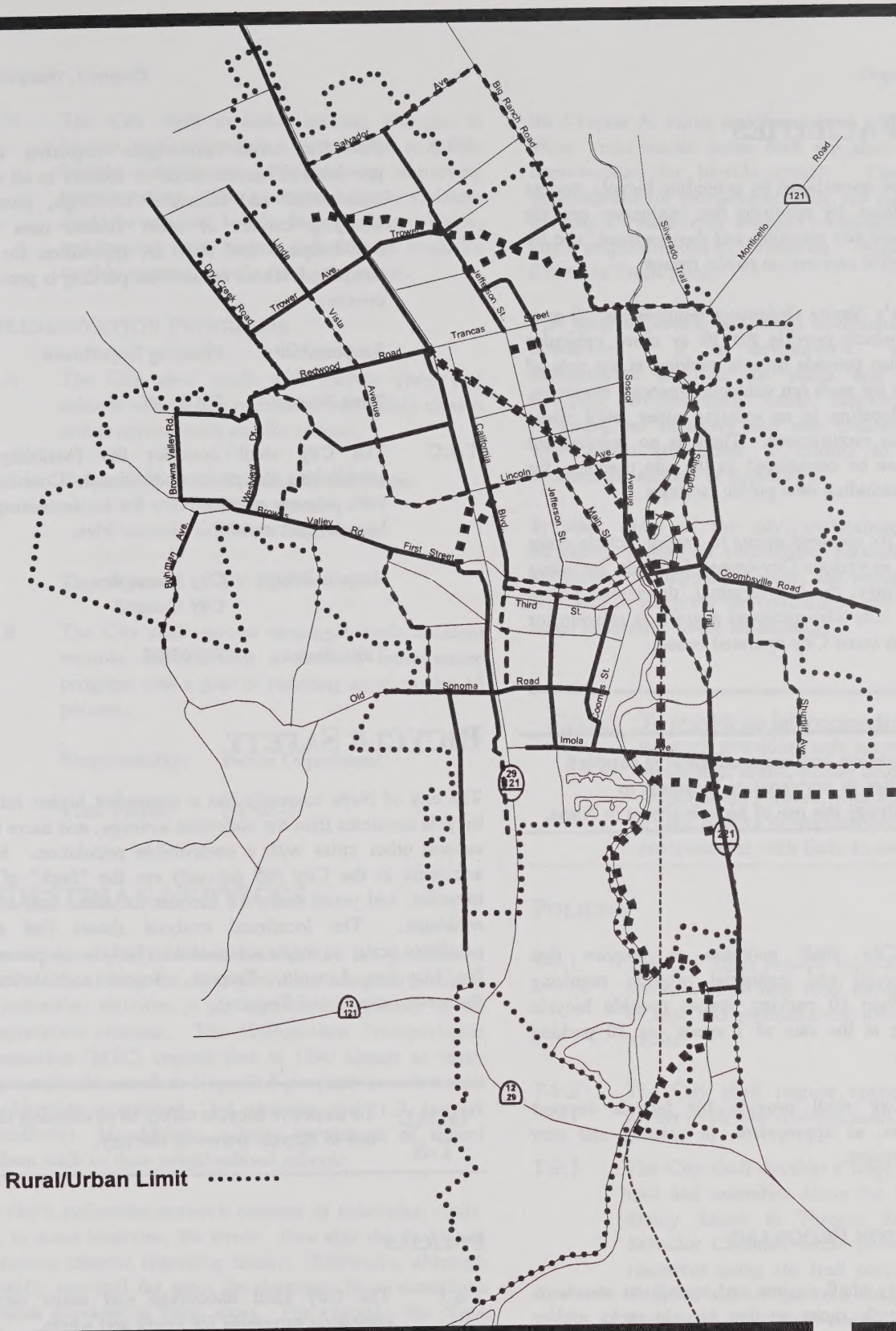
Responsibility: Public Works Department

Time Frame: FY 99-03

T-6.G The City shall continue to seek funding for development of a recreational trail system along the Napa River, Salvador Channel, and other trail segments included in the *Napa River* and *Citywide Trails Plans*.

Responsibility: Community Resources Department

Time Frame: Ongoing



Rural/Urban Limit ·····

City of Napa General Plan | Bikepth.DS4 | 12/98

Figure 3-5

Future Bikeway System

North

725' 1/2 Mile 1 Mile 3 Miles

0

Class 1

Class 2

Class 3

Source: City of Napa Public Works

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BICYCLE FACILITIES

Bicycle use can be encouraged by providing bicycle storage and parking facilities, by requiring that businesses provide for bicycles in their site planning and development, and by providing for bicycle carriers on public transit.

The City of Napa's *Zoning Ordinance* requires that all non-residential uses which provide for 10 or more vehicular parking spaces also provide bicycle parking at the rate of one bicycle space for each ten vehicular spaces. However, new businesses locating in an existing older retail space need not meet this requirement. There is no requirement that bicycle access be considered in the site planning for larger facilities, including new public facilities.

In 1994-95, the City received grants to install bicycle racks and some lockers in various City-owned facilities, including parks, City buildings, the bus terminal, downtown plazas and streets. The City also received a grant to provide for bicycle carriers on some City-operated buses.

GOAL T-7 **To develop and maintain bicycle support facilities in appropriate locations to encourage the use of bicycle travel in Napa.**

POLICIES

T-7.1 The City shall continue to require that commercial and industrial projects requiring more than 10 parking spaces provide bicycle parking at the rate of 1 space per 10 parking spaces.

T-7.2 The City shall provide for bicycle support facilities, as appropriate, in existing and new development.

IMPLEMENTATION PROGRAMS

T-7.A The City shall review and update its standards for bicycle racks so that bicycle racks and/or lockers are provided for all new retail commercial, industrial uses and existing commercial and industrial uses and theaters.

Responsibility: Planning Department

Time Frame: FY 05-07

T-7.B The City shall investigate requiring the provision of bicycle racks or lockers in all older commercial and industrial buildings, theaters, shopping centers or other similar uses over 5,000 square feet upon an application for any use permit where automobile parking is provided on-site.

Responsibility: Planning Department

Time Frame: FY 05-07

T-7.C The City shall consider the feasibility of establishing the position of Bicycle Coordinator with primary responsibility for implementing the bicycle policies of this General Plan.

Responsibility: City Manager; City Council

Time Frame: FY 05-07

BICYCLE SAFETY

The city of Napa currently has a somewhat higher rate of bicycle accidents than the statewide average, and more than several other cities with a comparable population. Most accidents in the City (65 percent) are the "fault" of the bicyclist, and youth under 18 account for about half of the accidents. The locational analysis shows that most accidents occur on major arterials with little or no provision for bicycles: Lincoln, Trancas, Soscol and Jefferson (between Lincoln and Trancas).

GOAL T-8 **To improve bicycle safety in promoting the use of bicycle travel in the city.**

POLICIES

T-8.1 The City shall encourage and assist bicycle education programs for youth and adults.

T-8.2 The City shall, as funding and staff resources permit, work with the school district to encourage students to identify safe routes to school, such as a "Safe Way to School" program.

T-8.3 The City shall consider seeking changes in bicycle law enforcement procedures to allow bicycle enforcement to focus on improving bicycle safety. For example, bicycle violators could be required to take bicycle safety classes, and income from bicycle enforcement could be used to support bicycle safety programs.

IMPLEMENTATION PROGRAMS

T-8.A The City shall work with bicycle clubs and schools to establish regular bicycle safety classes and programs such as bike rodeos.

Responsibility: Community Resources Department; Police Department

Time Frame: FY 05-07

T-8.B The City shall review existing bicycle accident records and develop a focused enforcement program with a goal of reducing accidents by 10 percent.

Responsibility: Police Department

Time Frame: FY 05-07

PEDESTRIAN SERVICES

Because virtually all residents and visitors are pedestrians at some time during the day, providing adequate facilities for pedestrian activities is an important component of the transportation element. The Metropolitan Transportation Commission (MTC) reports that in 1990 almost as many people walked to work in Napa (2.5 percent) as rode transit and bicycles combined (1.4 percent and 1.3 percent respectively). In addition, a large percentage of school children walk to their neighborhood schools.

The city's pedestrian network consists of sidewalks, trails, and, in some locations, the street. (See also the Parks and Recreation chapter regarding trails). Sidewalks, although generally required for most development, have sometimes not been provided in some areas. For example, the Napa Valley Corporate Park has no sidewalks.

In a city with a significant tourist population such as Napa, one of the more popular modes of travel is walking. In a small city with a moderate climate, walking will always be an important recreational and transportation mode for residents. The City has two major opportunities to enhance pedestrian facilities: the proposed River Trail (discussed in the Chapter 5, Parks and Recreation) and a trail along the Wine Train tracks (note: both are also considered to be opportunities for bicycle trails). These are not just opportunities for recreational trails, but could potentially be the city's "pedestrian arterials" connecting many of the city's neighborhoods to downtown. Figure 3-6 shows the Citywide Trails Plan.

The most important pedestrian environment in the city is downtown. It is downtown's "walkability" that distinguishes it from the malls and strip-commercial shopping environments found elsewhere in Napa. Retaining an attractive and safe pedestrian environment with active storefronts is critical to the long term commercial success of downtown.

In other areas of the city, maintaining sidewalks and enhancing pedestrian connections between neighborhoods, within and to commercial areas, and within industrial areas, will help to integrate the community and promote walking as an alternative to the automobile.

GOAL T-9 **To provide an interconnected pedestrian network providing safe access between residential areas, public uses, shopping, and employment centers, with special attention to a high quality downtown pedestrian environment with links to neighborhoods.**

POLICIES

T-9.1 The City shall require sidewalks along at least one side of all new local streets, and both sides of new and reconstructed arterial and collector streets.

T-9.2 The City shall require appropriate pedestrian access in all new developments.

T-9.3 The City shall develop a major public multi-use trail and amenities along the Napa River from Stanly Ranch to Trancas Street, and along Salvador Channel, while protecting the natural resources along the trail corridor. If feasible, establish a multi-use trail along the Wine Train Railroad right-of-way. *See also "Trails" section of Chapter 5, Parks and Recreation.*

T-9.4 The City shall connect the city's major planned trails (*as identified in Chapter 5, Parks and Recreation*), to the proposed regional Ridge and Bay Trails, connecting all of these major pedestrian and bicycle routes to downtown.

T-9.5 The City shall maintain a pedestrian-oriented downtown area, with retail uses oriented to the sidewalk.

T-9.6 The City shall work with the Napa Valley Unified School District (NVUSD) and other agencies to actively promote pedestrian safety, particularly for school children and others with special pedestrian needs.

T-9.7 The City shall work with the NVUSD and local private schools to establish a "safe route to school" plan for elementary and high schools within the city.

T-9.8 The City shall, where deficiencies in school routes are identified, coordinate with NVUSD and property owners to develop cost effective pedestrian and bicycle access to school sites.

T-9.9 The City shall continue the sidewalk accessibility ramp program (in addition to improvements accomplished through individual project approval) in order to achieve consistent accessibility to and from the pedestrian environment at intersections.

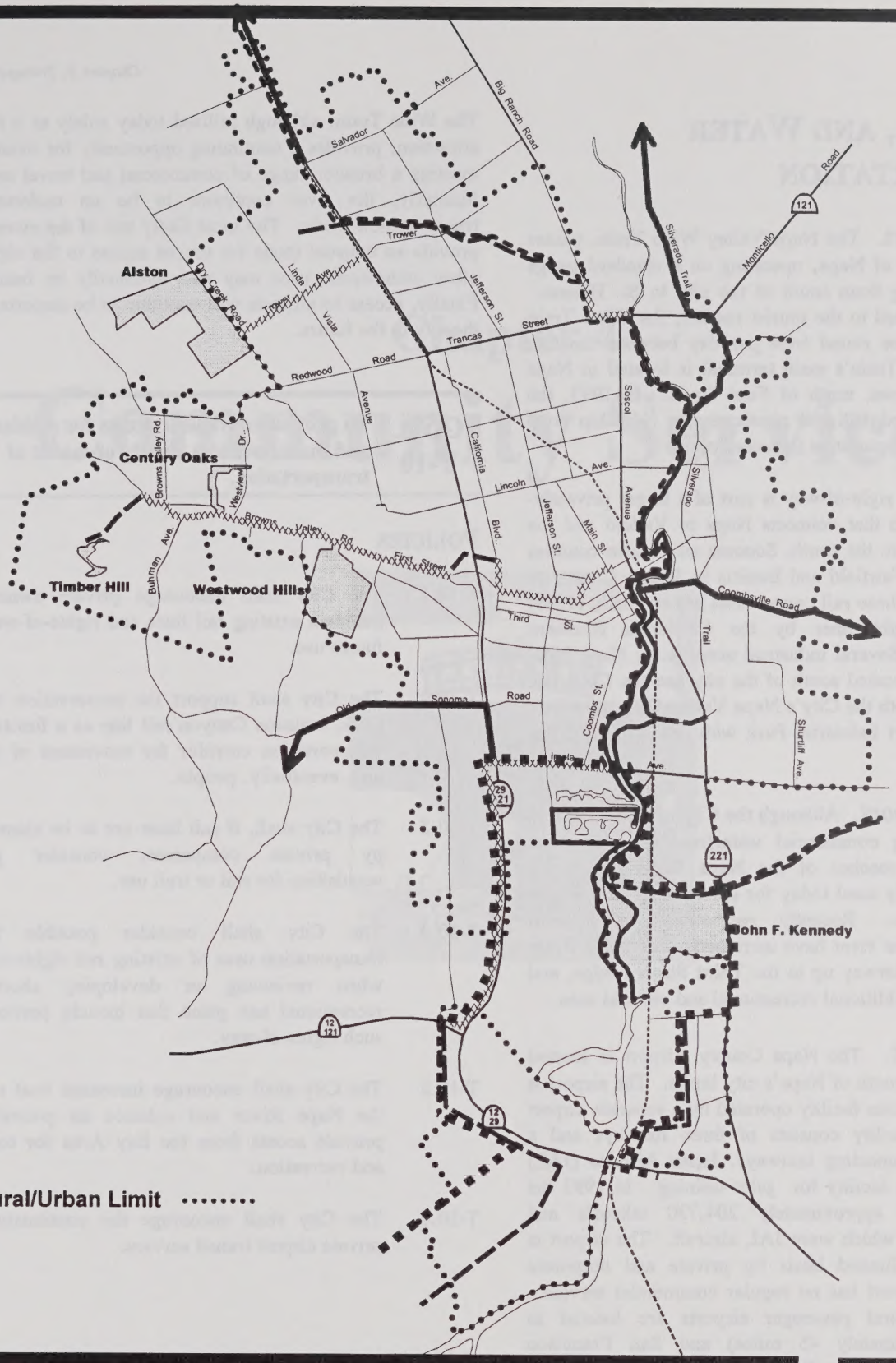
T-9.10 The City shall promote the improvement of the pedestrian environment whenever feasible, particularly on high traffic volume streets.

IMPLEMENTATION MEASURES

T-9.A The City shall develop zoning standards and incentives to promote pedestrian access and amenities in development projects.

Responsibility: Planning Department

Time Frame: FY02-04



Rural/Urban Limit ·····

City of Napa General Plan Trails36.DS4 12/98

Figure 3-6

City Wide Trails Plan

North

Napa River Trail
City Wide Trails
On-road Connections
Roads to County Areas
Ridge Trail
Bay Trail
Rail Trail

725' 1/2 Mile 1 Mile 3 Miles
0

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RAIL, AIR, AND WATER TRANSPORTATION

Rail Transport. The Napa Valley Wine Train, passes through the heart of Napa, operating on a standard gauge rail line extending from south of the city to St. Helena. Exclusively oriented to the tourist market, the Wine Train makes (1995) three round trips per day between the two cities. The Wine Train's main terminal is located in Napa on McKinstry Street, north of First Street. In 1993, the Wine Train carried 108,000 passengers, a ridership level that has remained consistent in recent years.

The Wine Train's right-of-way is part of a larger privately-owned rail system that connects Napa to Vallejo and the Carquinez Straits to the south, Sonoma and Marin counties to the west, and Fairfield and Benicia in Solano County to the east. Most of these rail connections are currently (1995) operated as freight lines by the California Northern Railroad (CNR). Several industrial users (e.g., Napa Pipe, Syar Industries) located south of the city use the CNR line which connects both the City's Napa Valley Corporate Park and county Airport Industrial Park with urban areas to the south and east.

Water Transport. Although the City of Napa grew up around a thriving commercial waterfront located at the upper navigable reaches of the Napa River, the city's waterfront is rarely used today for commercial shipping or passenger service. Recently, recreational and tourist-oriented uses of the river have increased. The Napa River is a navigable waterway up to the Third Street bridge, and has potential for additional recreational and cultural uses.

Air Transport. The Napa County Airport is located about a half mile south of Napa's city limits. The airport is a general use aviation facility operated by a separate airport authority. The facility consists of three runways and a system of interconnecting taxiways. Japan Airlines (JAL) regularly uses the facility for pilot training. In 1993 the airport recorded approximately 204,730 takeoffs and landings, most of which were JAL aircraft. The airport is also used on a limited basis by private and corporate aircraft. The airport has no regular commercial service. The nearest general passenger airports are located in Oakland (approximately 45 miles) and San Francisco (approximately 55 miles). Evans Airport Service, a private bus service, provides a regularly scheduled bus service to San Francisco.

Providing for a multi-modal city means preserving and promoting other modes of transportation, including two that have long been neglected in Napa: the train and the boat. The Wine Train, although utilized today solely as a tourist attraction, provides a continuing opportunity for eventually meeting a broader range of commercial and travel needs. Similarly, the river continues to be an underutilized transportation mode. The most likely use of the river is to provide an unusual mode for tourist access to the city, but other commercial uses may also eventually be feasible. Finally, access to airports will continue to be important for the city in the future.

GOAL T-10 **To provide convenient access for residents and businesses to a variety of modes of transportation.**

POLICIES

T-10.1 The City shall encourage private owners to maintain existing rail lines and rights-of-way for future use.

T-10.2 The City shall support the preservation of the CNR Jameson Canyon rail line as a functioning transportation corridor for movement of goods and, eventually, people.

T-10.3 The City shall, if rail lines are to be abandoned by private companies, consider public acquisition for rail or trail use.

T-10.4 The City shall consider possible future transportation uses of existing rail rights-of-way when reviewing or developing short-term recreational use plans that include portions of such rights-of-way.

T-10.5 The City shall encourage increased boat use of the Napa River and enhance its potential to provide access from the Bay Area for tourism and recreation.

T-10.6 The City shall encourage the continuation of private airport transit service.

Chapter 4

Community Services

CHAPTER 4 COMMUNITY SERVICES

INTRODUCTION

City development is dependent on a complicated network of public facilities and services. Each type of service has a unique set of constraints and must adapt to growth and change differently. Various public agencies are responsible for providing needed services.

Napa residents expect the City to provide them with clean, safe and aesthetically pleasing neighborhoods, shopping areas and public facilities in their urban environment. The basic public services of police and fire protection, sanitary sewers, drinking water, streets, and storm drainage are often taken for granted. These "basic" services account for nearly 75 percent of the City's annual budget. Given declining revenue, simply ensuring that current levels of service are maintained during the coming years will be difficult.

Residents also expect more than "basic" services from their city, including social programs and leisure activities for families with children, teens, and the elderly. Many of these programs are provided jointly by the City, the County of Napa, the Napa Valley Unified School District (NVUSD), and other local public agencies. These joint efforts have helped the community realize how important intergovernmental coordination of programs and services can be in meeting service demands. For example, the City's Community Resources Department works closely with both NVUSD and Napa Community College to offer a wide range of joint programs that benefit the entire community. These types of joint programs are likely to become even more important in meeting future public facility and service needs.

This chapter summarizes the community services provided to residents, businesses, and visitors. In most cases, the services are provided by the City of Napa at service levels which have been established based on the need to protect public health and safety or to enhance the livability of the city. The issues addressed in this chapter include:

- Community Services - General
- Public Safety and Emergency Services - General
- Responsive Police Services
- Proactive Police Services
- Responsive Fire Services
- Proactive Fire Services
- Emergency Medical Services
- Schools
- Water Supply
- Wastewater
- Storm Drainage
- Solid Waste Collection and Disposal

Transportation facilities are discussed separately in Chapter 3; parks and recreational facilities are discussed in Chapter 5.

Major Community Services Objectives

- *A full service city providing a high level of basic services.*
- *A community services system responsive to a broad spectrum of the population.*
- *A multi-generational education system that promotes individual self esteem.*

COMMUNITY SERVICES - GENERAL

Modern development requires a wide range of publicly-provided services, such as water, sewer, storm drainage, and garbage collection. The City of Napa directly provides many of these services. The General Plan seeks to provide for the logical and efficient expansion of these services as new development occurs, and also addresses existing deficiencies.

In the past, federal and state grants paid for some improvements and expansions of City facilities, but the availability of these funds has dwindled. New development is therefore generally responsible for providing for the extensions of the services it requires.

Facilities not only have to be constructed, but they require ongoing maintenance and operation. The policies in this section seek to provide for funding of new facilities and

services as new development occurs, and to consider how the ongoing maintenance and operations of these facilities will be funded to ensure that operational levels do not decline.

GOAL CS-1 **To ensure the timely development of public facilities and the maintenance of adequate service levels for these facilities to meet the needs of existing and future city residents.**

POLICIES

CS-1.1 The City shall plan and build infrastructure improvements that will: (1) accommodate growth demands without lowering levels of service; (2) support central city revitalization efforts; and (3) provide aesthetic enhancements to the city's major gateways and scenic corridors.

CS-1.2 Where new development requires the construction of new public facilities, the new development shall fund its fair share of the construction of those facilities. The City shall require dedication of land within newly developing areas for required public facilities, as allowed by law.

CS-1.3 The City shall ensure through the development review process that adequate public facilities and services are available to serve new development.

CS-1.4 The City shall require, to the extent legally possible, that new development pays the cost of providing new public facilities and services and/or the costs for upgrading of all existing facilities that it uses, based on the demand for these facilities attributable to the new development; exceptions may be made when new development generates significant public benefits (e.g., low-income housing, significant primary wage earner employment) and when alternative sources of funding can be identified to offset foregone revenues.

CS-1.5 The City shall seek broad-based funding sources for public facilities and services that benefit both current and future residents of the city.

CS-1.6 The City shall establish a feasible five-year Capital Improvement Program (CIP) that gives high priority to projects identified as needed in the General Plan. The City shall also give high priority to projects that will reduce or eliminate existing deficiencies in the city's public facilities system.

CS-1.7 The City shall require that all new development meet adopted service levels for public facilities as established in the General Plan.

IMPLEMENTATION PROGRAMS

CS-1.A The City shall prepare a Capital Improvement Program to address the City's existing and projected public facility needs.

Responsibility: Public Works Department
City Manager
City Council

Time Frame: Every two years

CS-1.B The City shall review and update its development fees to provide for the service levels set out in this General Plan.

Responsibility: Finance Department
City Council

Time Frame: Annually

PUBLIC SAFETY AND EMERGENCY SERVICES - GENERAL

Public safety involves protection from a wide range of hazards, from urban crime to natural disasters. This section discusses Napa's readiness to cope with crime, medical emergencies, fire suppression and major natural and manmade hazards and provides policies and implementation measures to maintain and, where necessary, improve this readiness.

The City of Napa Police and Fire Departments are the local agencies primarily responsible for public safety. Over 100,000 times each year, residents and visitors call the City's dispatch center to report problems and request police, fire, medical, and other aid.

The services provided by the Police and Fire departments can be classified into two basic categories: responsive and proactive services.

Responsive Services: Police or fire personnel reacting to an emergency call for service and responding to an incident within an established, critical, time frame.

Proactive Services: Preventive programs, and activities that attempt to address the social or physical conditions that result in calls for service. Public safety can be improved by education and other proactive measures, reducing the need for responsive services.

The Police and Fire Departments have established a level of service objective of a five-minute maximum response time for emergency calls.

Disaster response and hazardous materials are addressed in Chapter 8, Health and Safety.

GOAL CS-2 **To ensure community order and public safety in Napa.**

POLICIES

CS-2.1 The City shall provide services and personnel necessary to maintain community order and public safety.

CS-2.2 The City shall endeavor to maintain a police and fire force sufficiently staffed and deployed to sustain a five-minute maximum response time to any call involving an immediate danger of loss of life or serious injury (response time means from the time the call is received in dispatch to the time the first emergency unit is on the scene).

RESPONSIVE POLICE SERVICES

Responsive services are what most citizens consider "typical" services provided by police and fire departments; usually these are the services obtained when 911 is dialed. This incident-response form of service requires prioritization of calls according to the seriousness of the incident and the availability and proximity of appropriately trained and equipped personnel. A "level of service" is established by assigning a critical time frame for response to each type of incident depending on the degree of life and safety risk involved. This method of providing public safety services requires that police and fire departments expand the numbers of staff, equipment and possibly the number of stations in proportion to the increase in calls for service.

In the past, this approach to providing services met the needs of the community; however, a growing population, changes in population characteristics, income levels, and housing conditions have increased the demand for responsive services. Diminished sources of revenue have limited the City's ability to fund police and fire services so that existing levels of service can be maintained. Public safety departments recognize the need to examine the manner in which services are rendered and to address some of the problems and issues generating these calls in order to maintain acceptable levels of service for the community.

The Napa Police Department has found that the bulk of the calls (approximately 80 percent) involves less severe crimes and disputes that are not life threatening. Dispatching sworn officers to routine requests-for-service causes a "drain" on personnel and equipment, and could jeopardize the department's ability to respond effectively to potentially life threatening calls.

The Police Department continues to explore alternative methods for addressing the lower priority requests so that resources are effectively applied to maintain service level objectives. Calls will continue to be prioritized according to severity, with the life threatening calls receiving the highest priority. Sworn officers will continue to be dispatched to these calls. The practice of assigning lower priority calls to Community Service Officers, light duty, and retired officers is likely to continue or be expanded.

GOAL CS-3 **To maintain an adequate police force to ensure a safe and secure community.**

POLICIES

CS-3.1 The City shall continue a priority system for calls for service to ensure availability of sworn officers to respond to life safety incidents while allowing Community Service Officers to respond to lower priority needs. The City shall explore the availability of other personnel resources to assist with lower priority matters.

CS-3.2 The City shall continue to provide training programs for both sworn officers and other staff to maintain a level of personnel resources capable of responding to future call volumes.

CS-3.3 The City shall continue efficient mobilization of trained personnel to prioritized incidents, using new equipment and technology when available.

PROACTIVE POLICE SERVICES

Typically, citizens are familiar with the crime prevention, personal safety, and drug awareness programs offered through the schools and other organizations. Few people are aware of the role that public safety personnel play in addressing many potential problems before they occur. Proactive services are important in reducing the public's exposure to risk, in decreasing number of emergency response calls and in making the most effective use of highly trained public safety personnel.

The traditional incident-response system does not address the social or "root" issues causing the calls for service. Based on their analysis of call volumes, the Police Department has recognized that certain calls might be prevented through programs that increase community awareness and participation in solving problems before they become calls for service. The Department is exploring, and when possible is implementing, alternative approaches to providing police services that emphasize community education and involvement. Prevention and early intervention programs, focused enforcement, and resource sharing among City departments and outside agencies are intended to more efficiently direct police resources to the problems that cause calls for service. Examples of these alternative approaches include Neighborhood Watch, Cadet and other youth programs, and the Neighborhood Improvement Program. Continued planning and support for these programs are needed in order to balance future community safety needs with potential funding limitations.

GOAL CS-4 **To reduce and prevent crime through the use of community-oriented education and involvement programs.**

POLICIES

CS-4.1 The City shall provide training and support for community-oriented educational and involvement programs and services. The City shall assist in expanding the city's Neighborhood Watch and Neighborhood Improvement programs to encompass all areas of the city desiring to participate.

CS-4.2 The City shall continue programs such as Ride Along, Cadets, Youth Services/ Diversion Program, and Drug Awareness and Resistance Education (DARE) to increase youth awareness and involvement in police operations.

CS-4.3 The City shall continue to direct services and outreach programs toward youths in the community.

CS-4.4 The City shall continue its problem-solving approach to law enforcement in an effort to reduce calls for service.

IMPLEMENTATION PROGRAMS

CS-4.A The City shall identify needed changes in current law and/or local ordinances, or create new ones to help carry out crime prevention strategies.

Responsibility: Police Department

Time Frame: Annually

CS-4.B The City shall establish inter-department and inter-agency cooperative efforts in the development review and neighborhood improvement process.

Responsibility: City Manager; Neighborhood Improvement Team; Police Department Community Resources Department

Time Frame: Ongoing

CS-4.C The City shall prepare an issue/action matrix to guide neighborhoods in developing plans for Neighborhood Improvement programs.

Responsibility: City Manager; Community Resources Department; Police Department

Time Frame: FY 99-03

CS-4.D The City shall continue its outreach to "kids-at-risk", both through direct programs and cooperative efforts with other agencies and nonprofit organizations.

Responsibility: Police Department; Community Resources Department

Time Frame: Ongoing

RESPONSIVE FIRE SERVICES

The Napa Fire Department's (NFD) primary responsibility is to provide 24-hour emergency response for both fire suppression and medical emergencies. Napa currently maintains a high service level for fire and emergency medical services (EMS). The City's first priority is to get personnel to the scene of an emergency in time to save lives and reduce property damage, and therefore uses response time as the basis for its service standards.

The Napa Fire Department uses a five-minute maximum response time for calls as the service standard for both fire and medical emergencies. This standard is normally satisfied by existing fire resources. Approximately 20 percent of the monthly calls do not meet the five-minute response standard because the incident is located beyond the five-minute response area, units are committed to other incidents or must respond from locations which are more than five minutes from the new call.

The city is geographically divided into three north-south quadrants by the Napa River and Highway 29. Topography west of the highway and east of the river contributes to longer response times in parts of those areas. Currently, the City's water system cannot deliver adequate pressure for firefighting to sites over 300 feet in elevation.

For purposes of providing fire insurance to communities, the Insurance Service Office (ISO) grades a community's fire defenses on a scale of one (excellent) to ten (poor). ISO evaluates water supply, department operations, fire safety control, and communication. The ISO rates the City of Napa at three as of 1995.

In the past, the department's primary responsibility was fire suppression; however, in recent years, the Fire Department has increasingly responded to medical emergencies. A review of the most recent calls for service shows that fire suppression services account for 25 percent of NFD's call volume, while medical emergencies account for 75 percent of the responses. Emergency medical services issues are described more fully in the next section of this chapter.

Underserved Areas

There are areas within the City's RUL that are currently underserved, due to the location of existing fire stations, substandard access roads and limited water supply. Some of these areas are developed and others are designated in this
plan for future development.

Policies related to fire hazards are also included in Chapter 8, Health and Safety.

GOAL CS-5 **To provide emergency fire suppression services to protect life and property within the City.**

POLICIES

CS-5.1 The City shall maintain adequate personnel and equipment necessary to provide fire suppression services for the City of Napa.

CS-5.2 The City shall continue to provide personnel training to maintain optimum preparedness for emergency response.

CS-5.3 The City shall maintain and upgrade equipment as needed to continue efficient mobilization of trained personnel to life safety incidents.

CS-5.4 The City shall require gated communities and private roads to be designed to allow for emergency access.

CS-5.5 The City shall provide for well-designed and standardized address systems to facilitate efficient emergency response.

CS-5.6 The City shall provide for an adequate fire flow system throughout the community, to meet the following fire flows:

FIRE FLOW REQUIREMENTS				
Development Type	Fire sprinklered buildings		Non-sprinklered buildings	
	Low Hazard Area	High Hazard Area	Low Hazard Area	High Hazard Area
Low Density Residential	1,000 GPM @ 25 psi residual	2,000 GPM @ 25 psi residual	1,500 GPM @ 25 psi residual	2,500 GPM @ 25 psi residual
High Density Residential	1,500 GPM @ 25 psi residual	2,500 GPM @ 25 psi residual	2,000 GPM @ 25 psi residual	3,000 GPM @ 25 psi residual
Commercial and Industrial	2,000 GPM @ 25 psi residual		3,000 GPM @ 25 psi residual	
GPM = gallons per minute psi = pounds per square inch				

CS-5.7 The City shall continue to require built-in fire protection using automatic fire sprinklers, Class B roofing, fire-resistant building materials, and similar measures.

CS-5.8 The City shall continue to maintain mutual aid agreements with the California Department of Forestry, the County of Napa, and other local agencies.

IMPLEMENTATION PROGRAMS

CS-5.A The City shall inspect all fire hydrants for operational readiness on an annual basis to include repair and/or replacement of all defective hydrants; check fire flow and install street hydrant markers where necessary. The City shall include a maintenance and repair component for city fire hydrants within the City of Napa Capital Improvement Program.

Responsibility: Public Works Department

Time Frame: Ongoing

CS-5.B The City shall continue to review and adjust the Fire and Paramedic Development Fee to ensure the construction and equipping of future facilities.

Responsibility: Fire Department; City Council

Time Frame: Ongoing

CS-5.C The City shall prepare a Fire Services Master Plan that establishes a citywide long range plan for providing fire suppression services, defining areas of mutual aid and other jurisdictional responsibilities. The Fire Services Master Plan shall include the following:

a. Standards for acceptable levels of risk (e.g., response time to fire, response time to medical emergency) for all land use designations and geographic areas within the RUL.

b. A location study to recommend sites for future fire station(s). The location study should consider alternative and/or separate methods of providing response services for both fire and medical emergencies to determine the most appropriate location for future fire stations.

c. Funding mechanisms for land acquisition, construction, equipping and staffing for future fire stations.

Responsibility: Fire Department

Time Frame: FY 03-05

PROACTIVE FIRE SERVICES

A significant function of the Fire Department involves fire prevention and education. The Fire Department historically has provided educational materials and programs within the school system and community groups. In addition to these community outreach programs, the Fire Department reviews new development applications and building permits to ensure that fire protection and access requirements are included in new construction. Prevention staff and engine companies perform regular inspections of schools, assembly uses and commercial and industrial occupancies to ensure that fire safe conditions are maintained. These

proactive responsibilities are an important part of fire services and are cost-effective methods of reducing public risk and the number and severity of emergency calls.

The Napa Fire Department includes a Code Enforcement Division which is considered a proactive element of the public safety and emergency services. This division handles complaints and code violations that do not present an immediate threat to life and are generally not part of the routine enforcement activities of the Police or Fire Departments.

The primary function of the Code Enforcement Division is to respond to code complaints which involve general nuisances (e.g., abandoned/inoperable vehicles, high vegetation or storage practices that create fire hazards, unauthorized or hazardous businesses). The Code Enforcement Division is best described as a clearinghouse for the active enforcement of the City's Municipal Code; early enforcement of routine codes can reduce the public's exposure to risk and prevent emergency incidents that require Police or Fire responses.

The Code Enforcement Division is an integral member of the Neighborhood Improvement Program, lending assistance and advice on the general codes that can be enforced within a residential neighborhood to help improve the quality of life and to address typical issues that lead to a successful neighborhood action plan.

GOAL CS-6 **To prevent fires and maintain safe neighborhood conditions through the use of community-oriented educational and involvement programs.**

POLICIES

CS-6.1 The City shall minimize potential property damage, injuries, and loss of life due to fire through fire prevention practices and ongoing educational and public involvement programs.

CS-6.2 In areas with inadequate fire flows, including those above 300-feet in elevation, the City shall require new development to incorporate design alternatives that will provide the necessary fire flows for both building fire sprinklers and fire hydrants.

CS-6.3 The City shall continue to improve the availability and clarity of fire standards and promote early consultation between the development community and fire prevention staff to ensure that fire protection concerns are considered during project design.

CS-6.4 The City shall analyze the most common causes of fire within the city and focus fire prevention training exercises and community outreach programs accordingly.

CS-6.5 The City shall continue to provide fire safety demonstrations and presentations at public schools, civic and social organizations and other public gatherings. Where possible, the city shall establish an annual schedule for such events.

CS-6.6 The City shall maintain the current annual inspection program for commercial, industrial and office spaces within the city limits.

CS-6.7 The City shall continue to participate in the Neighborhood Improvement Programs and participate in the preparation of action plans for specific neighborhoods.

CS-6.8 The City shall continue to provide staffing and support for code enforcement as means of reducing citizen exposure to risk and improving the general conditions of neighborhoods. The City shall continue to conduct code enforcement primarily on a complaint basis, and shall formalize the process for response and prioritization of complaints

IMPLEMENTATION PROGRAMS

CS-6.A The City shall continue the process of coordinating enforcement with affected departments.

Responsibility: City Manager; Fire Department

Time Frame: Ongoing

CS-6.B The City shall develop a *Fire Protection Standards Manual* that provides development standards for typical residential, commercial and industrial development as well as standards for development in highly sensitive areas in the

city, such as the areas above 300-foot elevation that currently have deficient water pressure.

Responsibility: Fire Department

Time Frame: FY 03-05

EMERGENCY MEDICAL SERVICES

The Fire Department is a critical part of the city's emergency medical system. A 1977 ballot measure authorized both a tax levy and an expansion of the Fire Department's role to provide paramedic service. The Fire Department must provide trained personnel and specialized equipment so that units are prepared to effectively respond to both fire and emergency medical calls.

In order to maintain maximum preparedness to react to both fire and medical calls using existing staff levels, the Fire Department has found it necessary to have personnel trained and equipped for both types of emergencies. Firefighters receive paramedic training and fire vehicles are equipped with life support supplies as well as fire suppression equipment. Given the large percentage of medical calls, there may be opportunities to assess the current distribution of department resources and to enhance the City's ability to effectively respond to the larger volume of medical calls anticipated in the future.

The five-minute maximum response time standard is based on life safety needs. The five-minute critical time frame is important for effective emergency medical treatment. Medical studies show that lack of blood to the brain beyond five minutes causes severe brain damage and may result in death; therefore, in responding to a medical emergency (e.g., heart attack, seizure, stroke) it is critical to have emergency medical treatment administered as soon as possible.

GOAL CS-7 **To provide emergency medical services adequate to meet the call demands within the city.**

POLICIES

CS-7.1 The City shall maintain personnel and equipment necessary to provide medical emergency response services for the city of Napa.

CS-7.2 The City shall maintain personnel to sustain a maximum response time of five minutes to any call involving an immediate danger of loss of life as a result of a medical emergency.

CS-7.3 The City shall equip staff with state-of-the-art medical and rescue equipment as needed to meet demands for emergency medical services.

CS-7.4 The City shall continue to maintain certification and provide continuing education for firefighters to function as emergency medical technicians and paramedic personnel.

CS-7.5 The City shall explore additional medical service funding, including insurance company reimbursement, patient transport capability, and other sources, to help address the costs of providing emergency medical services.

IMPLEMENTATION PROGRAMS

CS-7.A As a component of the Fire Services Master Plan (see Program CS-5.C), the City shall develop an Emergency Services Plan that will analyze the long-term effects and costs of maintaining the current level of emergency medical services. This plan should also analyze the City's current method of providing emergency medical services and, if necessary, suggest feasible alternatives to maintain the current level of service for the projected population growth.

Responsibility: Fire Department

Time Frame: FY 03-05

SCHOOLS

The Napa Valley Unified School District (NVUSD) is the primary provider of kindergarten through twelfth grade education in Napa. The NVUSD is affected by population growth since, by law, it must accommodate all school-aged children.

There are also private elementary schools and a small number of other private facilities operated by churches and other organizations that offer kindergarten through high school curriculums. Justin Siena High School, located at the northwest corner of Trower and Solano Avenue, is a large private Catholic high school.

Long-term school facilities planning for the NVUSD is conducted primarily by school district staff, the NVUSD Board of Education, and the State Department of Education. Districtwide school-aged population projections are calculated by the school district and the School Board addresses projected facility needs to respond to forecast enrollment changes. In addition, each individual school prepares grade level enrollment forecasts which help determine future needs of the school. Some of the issues that make this forecasting difficult include School Board policies related to maximum classroom size, open enrollment and teacher/pupil ratios.

The City of Napa's relationship to facilities planning for the NVUSD involves coordination with proposed physical improvements and ongoing referrals of subdivision maps by the City to the District Office for comments.

School Service Standards

School enrollment changes result from both new development within the city, unincorporated county areas within the district, and other factors independent of development (e.g., changes in household sizes, changes in age of the population, population migration trends, number of students attending private schools). The increased demand will likely be addressed by a combination of relocatables, permanent structures (e.g., new schools), and use of leased facilities.

Most NVUSD schools are operating near capacity, and some primary grade classroom sizes are over the District-prescribed teacher/student ratio. To address this issue, in December 1990 the Board of Education appointed 28 community members to serve on a School Facilities Task Force (SFTF). The SFTF was asked to examine the need to modernize existing facilities and plan for new student enrollments through 2005. The SFTF found that there are serious potential shortages in future classroom space needs as well as need for physical improvements to existing classrooms to meet today's basic health and safety standards.

The SFTF concluded that many district facilities require reconstruction to address basic health and safety concerns. In addition, existing facilities need modernization to address the technological demands of current teaching strategies. A local bond election recommended by the Task Force to pay for these upgrades was defeated in March 1993, but passed in 1996.

GOAL CS-8 **To provide for the educational needs of all Napa residents.**

POLICIES

CS-8.1 The City shall work cooperatively with the Napa Valley Unified School District in monitoring housing, population, and school enrollment trends and in planning for future school facility needs.

CS-8.2 The City shall work cooperatively with the Napa Valley Unified School District to use existing school facilities for non-school-related and child care activities.

CS-8.3 The City shall support enactment of state legislation to finance the construction and maintenance of schools.

WATER SYSTEM

The primary responsibility of the City of Napa's Water Division (NWD) is to provide water customers within the City's water service boundary with a reliable supply of water safe for consumption and other domestic, industrial and commercial uses. The division's policy is to provide water on a demand-response basis and to plan for a water system that will meet the city's long-term growth needs.

Water System Service Area

The NWD provides water service within an area generally coinciding with the RUL. A limited number of customers outside the RUL also purchase city water. Currently, about 10 percent of all City water customers are in this second group, with the largest outside customer base located northeast of the RUL in the Vichy/Silverado Country Club area. Southwest of the RUL, the independent Congress Valley Water District (CVWD) contracts with the City of Napa to supply water and maintain its system. The CVWD is scheduled to be dissolved and its system purchased by the City in 2017.

The City's service area boundary encompasses an area much larger than the system can currently serve. Water service for the unincorporated area south of the city is provided by the City of American Canyon. To the north, the Cities of Yountville, St. Helena, and Calistoga provide water to customers within their service areas.

Storage and Delivery

Treated water flows primarily from the Jameson and Hennessey Treatment Plants through the City's transmission pipelines into distribution reservoirs and tanks located near the city's water customers. The distribution system pipelines draw from the storage facilities, which provide a buffer for hourly variations in demand. The city's peak water demand occurs in the summer, when an average of 14 to 20 million gallons a day are used. Winter water demand averages approximately 6 to 8 million gallons a day.

The distribution system is divided into separate areas called "pressure zones" which are numbered one through five (one being the lowest altitude, five the highest). Regulation in these zones is very difficult, and water pressures reach extremes across the zones. Even zone 1 (downtown area) is not without its problems due to the age of the distribution system and low elevation of the zone's historic water supply. Ultimately, a storage tank at a higher elevation and infrastructure repair and replacement will be needed to achieve an acceptable pressure in the downtown area.

Conservation

During the 1986 through 1992 drought, Napa had to purchase 6,500 acre-feet of water for three consecutive years from the Yuba County Water Agency in order to supplement the City's supply. Even with those purchases, the City instituted voluntary and mandatory conservation programs during that period. In 1989, 1990, and 1992, the City instituted voluntary programs targeting a 10 percent reduction in consumption and achieved an 11 percent, 11.5 percent, and 24 percent reduction for those three years, respectively. In 1991, the City instituted a mandatory conservation program seeking a 20 percent reduction in water consumption and achieving a 33 percent reduction.

Prior to the drought, Napa's peak annual demand had been 14,400 acre-feet. With mandatory rationing, demand dropped to 9,800 acre feet. Following repeal of City drought restrictions, demand rose to approximately 12,200 acre-feet per year in 1993 and 1994.

In response to the 1987-92 drought, the following conservation policies were implemented:

- Mandatory use of ultra low-flow toilets in all new construction.
- Toilet retrofit program, which offsets the water demand created from new development by replacement of high water using fixtures in existing homes. This ordinance requires all new construction to use low-flow toilets and that four existing homes must be retrofitted with low-flow plumbing fixtures for each new single family home built (condominiums, apartments and commercial developments are calculated at different rates).
- Xeriscape standards. All projects requiring City-approved landscape plans must install drought tolerant landscaping in accordance with state law (AB 325).

Sources and Demand

Napa's current water demands are met by three sources: Milliken Reservoir, Lake Hennessey, and water purchased under contract from the State Water Project and delivered through the North Bay Aqueduct system (NBA). The three sources can be used separately or collectively to supply the system with water as needed. In years when reservoirs are nearly full and rainfall is normal, Napa's supplies are currently adequate to meet demands. During periods of multi-year droughts, however, customers must be asked to reduce usage. In addition, the City needs water supplies to accommodate projected growth.

Some measures which have been explored jointly by the Napa Sanitation District and the City Water Division include greater use of reclaimed water and incentive programs for use of water conservation measures within new developments above and beyond the currently mandated programs.

During multi-year droughts the city's existing water supply is insufficient to meet the needs of the city in the event that there is a drought cutback in State Water Project allocation. As indicated in the *Water System Optimization and Master* Plan (Adopted 11/97), this will become less problematic in the future because the City's water entitlements from the State Water Project (SWP) are growing significantly faster than projected growth in water demand in the City's water service area. Based on the City's current contract the 1996 entitlement of 6,200 acre-feet will grow to 18,800 acre-feet by the year 2021 (its ultimate SWP entitlement). This will provide a surplus in most years and the ability to absorb large cutbacks in dry years. For the purposes of long range analysis, the *Water System Optimization and Master Plan* assumes a 50 percent reduction in SWP deliveries and a

reduction in water demand of 20 percent during dry years to reflect the City's drought demand management measures.

At the current entitlement schedule, there will remain a remote possibility that a cutback in SWP allocations could result in a water deficit up until the year 2012. Based on past drought experience, the impact of this deficit is public inconvenience and minor loss of irrigated landscape. Entitlement amounts will increase by 2012 to a point where allocation surpluses, combined with proven conservation practices, would ensure adequate water supply even with an SWP allocation reduction resulting from drought.

Environmental standards for the Sacramento River Delta, along with minimum flow requirements for endangered species imposed on the State Water Project, may also occasionally affect the predictability of water quantities received from the State Water Project.

The City is pursuing a SWP contract modification that will accelerate allocations to bring the 2012 horizon to the present. The City is also investigating other programs with the SWP, such as water transfers and water banking, which will ensure sufficient water supply during drought. Until the entitlement contract is modified to accelerate SWP allocation and/or other programs are established that ensure a drought period water supply, there is a potential for a drought water supply deficit until the year 2012. Aside from the need to address potential drought deficits to the year 2012, the City's water supply will exceed demand through the year 2020.

The City's water distribution system also has insufficient short-term storage capability to address current and projected needs. To address the current and long-term water supply needs of the community, the City's *Water System Optimization and Master Plan* (January/February 1996) includes goals, policies and implementation measures, along with the environmental analysis, to address the current and long-term water system needs for the city.

Policies related to water quality are also included in Chapter 7, Natural Resources.

GOAL CS-9 **To ensure adequate, reliable, and safe water supplies to the community, even through drought periods of similar intensity as the 1986-1992 drought.**

POLICIES

CS-9.1 The City shall continue to implement water conservation programs that show promise of saving significant amounts of water at a reasonable cost.

CS-9.2 The City shall acquire or develop additional water supplies that would be available during drought periods to offset the shortages anticipated from existing supplies.

Water Supply options include:

a. Acceleration of entitlements from the SWP through contract modification

b. Pursuing transfer agreements with other State Water Contractors pursuant to the provisions of the Monterey Agreement

c. Participation in SWP water banking program

d. Participation in the SWP Drought Year Projects such as the American Basin Conjunctive Use Project and the Supplemental Water Purchase Program

CS-9.3 The City of Napa shall determine the firm yield available from existing and future SWP water supply sources and shall monitor and, if necessary, limit growth (new water system hook-ups) in order to guarantee drought year water supplies to existing and proposed development. Growth shall be monitored and, if necessary, limited as follows:

1) The City shall not issue any building permits or similar ministerial entitlements for proposed structures that would increase net potable water consumption in the City or its service area in the absence of a letter from the Department of Public Works, stating that approval of the permit or other entitlement will not adversely affect the City's ability to adequately serve the public health and safety needs of all of its water customers during drought conditions.

2) In addition, when conducting environmental review for proposed development projects requiring General Plan amendments, specific plans, use permits, tentative

subdivision maps, or similar discretionary approvals, the City shall include within the environmental document, information assessing whether the City and its water suppliers are likely to have sufficient water supplies to adequately serve the proposed development and all other City water customers during drought conditions. In approving any such discretionary project, the City shall require, as a mitigation measure and condition of approval, that the applicant(s) may not receive a final subdivision map or, in the absence of the need for such a map, may not receive building permits or similar ministerial entitlements in the absence of a letter from the Department of Public Works stating that approval of the map, permit or other ministerial entitlement will not adversely affect the City's ability to adequately serve the health and safety needs of all of its water customers during drought conditions and that there will be sufficient water to serve the basic health, hygiene, and fire suppression needs of the community.

When contracts are modified or are executed with the SWP to secure additional reliable water supply for drought years, or other dependable and adequate sources are guaranteed, the requirement to limit growth in the manner described above can be suspended.

(Note: On December 15, 1998 the contract with the State DWR was approved, increasing the City's water allocation from the NBA.)

CS-9.4 The City shall implement the "Water System Optimization and Master Plan" (adopted 11/97) which refines policies and implementation programs for efficient water supply, storage, and delivery for projected demand to the year 2020.

CS-9.5 . The City shall evaluate the feasibility and pursue the efficient use of reclaimed wastewater in appropriate locations to offset the demand for potable water supplies.

CS-9.6 . The City shall promote voluntarily conservation efforts to conserve water to a reasonable extent during multi-year droughts to avoid inordinate expenditures for new water supplies.

CS-9.7 . The City shall work cooperatively with other agencies having similar needs to identify water supply options that could have mutual benefit and consider entering into joint powers agreements to develop and manage a candidate project.

CS-9.8 . The City shall encourage state and federal agencies to cooperatively establish programs and projects that will enable the State Water Project to meet its contractual obligations to the city predictably and reliably.

CS-9.9 . The City shall monitor the State Water Contract and work with other agencies to ensure continued and increased reliable water supply deliveries from the State Water Project.

CS-9.10 . The City shall seek to control urban development in the city's Water Service Area beyond the RUL. To this end, the City shall continue applying Policy Resolution #7 (Outside Water Service Policy) as an effective means of limiting and preventing urban development beyond the city's RUL.

IMPLEMENTATION PROGRAMS

CS-9.A The City shall implement the policies, programs, and long-range capital improvement plan according to the schedule adopted in the *Water System Optimization and Master Plan.*

Responsibility: Public Works Department

Time Frame: FY 99-03

WASTEWATER

The Napa Sanitation District (NSD) provides customers within its service boundary with wastewater disposal and strives to maintain a wastewater disposal system that will meet Napa's long-term urban growth needs. The NSD does not have the authority to regulate growth, but rather responds to it by planning its system to accommodate anticipated future needs.

Treatment Facilities

NSD wastewater treatment facilities consist of two plants. The Imola plant has a daily capacity of 8 million gallons per day using a primary treatment process. The Soscol plant has a hydraulic capacity of 15.4 million gallons per day. Presently, the Soscol plant is operating near (and sometimes during wet weather, over) capacity. Both the Imola and Soscol treatment plants have inadequate solids handling facilities and treatment capacity. These problems have been addressed as part of the Soscol plant phase II improvements recommended in NSD's *1990 Wastewater Master Plan.*

NSD has begun to implement various phases of its Master Plan program, which is designed to ensure the district will be able to supply adequate wastewater treatment capacity through 2012. The *Wastewater Master Plan* provides for upgrading the Soscol treatment plant and replacing or rehabilitating aging sanitary sewer mains. The plan also includes expenditures of $13 million for trunk lines and $2 million for pump station expansion. These improvements will allow NSD to produce a higher quality reclaimed water, shut down the aging Imola treatment plant, eliminate objectionable odors from the treatment ponds during the winter, and reduce the amount of storm water intrusion into the system during wet weather. When planned improvements are completed, NSD's capacity will meet the area's projected residential, commercial, and industrial growth demands through 2012. Additional improvements could extend the District's capacity through 2020.

Sludge Disposal and Water Reclamation

Dewatered sludge generated at the NSD's Imola Plant is either beneficially reused or disposed of at various landfill sites. Most of the sludge generated at the Soscol facility since 1966 has been stored in the plant's oxidation ponds. The District's master Plan calls for removal of the accumulated sludge and future processing of sludge as it is generated.

From November through April, treated water is released into the Napa River. Constant testing is performed on the water to ensure it meets Regional Water Quality Control Board (RWQCB) standards. From May through October, when discharge to the river is prohibited, wastewater is stored in the District's oxidation pods for winter discharge, with a portion being reclaimed for irrigation.

Although water reclamation is not cost effective, the "beneficial reuse" of reclaimed water does provide significant environmental benefits. NSD's goal is to double the amount of annual inflow it reclaims to 50 percent. Reclaiming half of NSD's annual inflow would make 3,500 acre feet of reclaimed water available each year for uses in and around the city. NSD continues to seek users for its reclaimed water.

The City is considering using reclaimed wastewater at the Kennedy Park golf course by the late 1990s. The NSD proposes extending a pipeline for use of this water north along Soscol to Imola Avenue, making reclaimed wastewater accessible to public agencies and private businesses. The Stanly Ranch property could also consider using reclaimed wastewater.

GOAL CS-10 **To ensure adequate wastewater collection and treatment and the safe disposal of wastes.**

POLICIES

CS-10.1 The City shall promote reduced wastewater system demand through efficient water use by:

a. Requiring water-conserving design and equipment in new construction

b. Encouraging retrofitting with water--conserving devices

CS-10.2 The City shall support continued efforts by the Napa Sanitation District to promote the use of reclaimed wastewater.

CS-10.3 The City shall coordinate development review with the Napa Sanitation District to ensure that adequate wastewater collection, treatment, and disposal facilities can be provided by the District by requiring that all new applicants for development secure a "will-serve" letter from the NSD if the District notifies the City that a critical capacity situation exists.

Where a critical capacity situation does exist, the City shall not issue, in the absence of a will-serve letter from the NSD, any building permits or similar ministerial entitlements for proposed structures that would increase net demand on NSD treatment capacity. In addition, when conducting environmental

review for proposed development projects requiring General Plan amendments, specific plans, use permits, tentative subdivision maps, or similar discretionary approvals, the City shall include within the environmental document, information assessing whether NSD is likely to have sufficient capacity to serve the proposed development.

In approving any such discretionary project, the City shall require, as a mitigation measure and condition of approval, that the applicant(s) shall obtain the necessary will-serve letters from NSD prior to receiving approval of a final subdivision map, or in the absence of a need for a final subdivision map, prior to receiving approval of any required building permits or similar ministerial approvals.

STORM DRAINAGE

The city of Napa's storm drainage system consists of a network of open ditches, culverts, and underground pipes of various sizes and capacities, many of which are maintained by the Public Works Department. The City's primary objective in relation to the drainage system is to reduce the risk of flooding, and potential loss of life and property damage from flooding

The City also seeks to reduce pollutant discharge from urban runoff into natural water bodies using best management practices (BMP). Urban areas create more runoff than natural settings or agriculture because the soil is covered by impermeable surfaces such as roads, driveways and roofs, which prevent the water from soaking into the ground. In addition, urban uses result in auto wastes, lawn pesticides, fertilizers, and other chemicals being carried into urban runoff. As a result of the 1987 amendments to the federal Clean Water Act, urban areas throughout the country are required to reduce or eliminate pollutant discharge into storm-water. In the case of small cities (i.e., those under 100,000 population), management of storm-water discharge into conveyance systems is encouraged, but not yet required.

Storm Drainage System

The city's existing storm drainage system service area covers approximately 22 square miles. Drainage collection in the city's subbasins operates on a gravity system, facilitating storm-water runoff from low-lying or poorly graded areas into natural drainage channels. Runoff water enters the system through ditches or from street storm drains. The runoff is channeled through ditches, culverts, and buried pipes until it is discharged into a natural channel (i.e., the Napa River or of one of its tributaries). The tributary creeks are typically maintained in their natural state as open channels, providing a low level of water filtration and wildlife habitat. When slope stabilization is required due to severe erosion, improvements are based on review from the California Department of Fish and Game.

Inadequate drainage systems can result in flooding when more surface water runoff arrives at a local watershed than the system is designed to handle. Typically, as urban development increases so does runoff, requiring excess water to be channeled through engineered systems. This problem is exacerbated when development occurs in upstream areas, as the increased runoff generated in these areas will eventually converge downstream, further impacting existing systems. If larger ditches, channels, and pipes are not constructed to accommodate the larger runoff volumes, flooding will result in the lower areas.

Storm Drainage Service Standards

Drainage systems are sized based on anticipated runoff during storm events. Factors considered in predicting runoff include anticipated storm duration and intensity, general site topography, and site development intensity (i.e., percent of paved or covered surfaces). Underground storm drainage pipes in the city's residential areas are designed to carry 10-year to 25-year storms depending on the drainage area and location of the facility. Commercial and high value districts are required to design storm drainage systems in the public right-of-way sufficient to accommodate a 25-year storm. All bridges are required to be designed for a 100-year storm. Underground storm drainage pipes are normally installed in the public right-of-way. When this is impractical, the pipes are installed in storm drainage easements dedicated to the city.

The City designs drainage improvements according to subbasins. The City has ranked the subbasins on a scale relative to the system's ideal design capacity, with the ranking reflecting the least capable segment in a particular subbasin. Generally, the ranking reflects the ability of the pipes or ditches at the lowest end of the drainage system to handle all the runoff from the watershed arriving at that point.

Napa's current *Stormwater Drainage Master Plan* was prepared in 1960 and is outdated. Unlike gas taxes earmarked for street improvements, until recently, there were no funding sources exclusively earmarked for storm

drainage, either for construction of new systems or maintenance of existing ones. The City Council has now adopted (mid-1996) a Stormwater System Service Fee.
Recently enacted federal stormwater regulations require that management of stormwater runoff address the water quality impacts associated with the runoff. Although the National Pollution Discharge Elimination System (NPDES) requirements apply to municipalities with populations greater than 100,000, the City should develop stormwater management programs which will reduce stormwater pollution discharges to the maximum extent practicable.

Creek Capacity

Another component in the overall storm drainage system includes the creeks and open channels within the city. The City of Napa currently does not have jurisdictional or maintenance responsibilities for most creeks and channels within the city limits. The County Flood Control District has easements over portions of creeks and channels within the city (i.e., Tulocay Creek, Salvador Channel) which entitles them to enter and maintain portions of these drainage channels; however, the Flood Control District is currently unable to fund maintenance contracts. The Flood Control District is in the process of adopting a Maintenance and Watershed Management Assessment District to fund their maintenance of creeks and open channels.

In order to provide greater channel capacity and remove debris and obstructions from some of these channels, the City and the County have coordinated cleanup efforts with the Department of Fish and Game and adjacent property owners. These efforts have been irregular and marginally successful due primarily to expense.

Napa River Capacity

Based on a 1995 Army Corps of Engineers *Flood Control Report,* the Napa River currently has the capacity to carry a 10-year storm. Because of the city's geographic location at the mouth of the valley's watershed and because the Napa River slows, bends and narrows drastically at the Oxbow near downtown, during extended periods of heavy rainfall in the up-valley reaches of the watershed, the city is subject to flooding in areas on the east and west sides of the Napa River from Trancas Street south to the Stanly Ranch. Flood conditions create the need to evacuate residents within the flood plain area and can sever emergency services routes between the west and east sides of the Napa River.

The side effect of the rising river at flood stages is localized flooding within the city. The Napa River reaches a stage of being unable to accept any runoff from the urbanized parts of the city and causes the storm drainage to backup into the neighborhoods, and especially in the areas between Silverado Trail and Main Street and Lincoln and Sousa Lane.

In an effort to correct the flooding problems, the City has been actively involved in the preparation and design of a Flood Control Project. The "Flooding" section in Chapter 8, Health and Safety, discusses this project in greater detail.

GOAL CS-11 **To develop and maintain a safe, attractive and environmentally sensitive drainage system for handling runoff due to seasonal rainstorms.**

POLICIES

CS-11.1 The City shall address needed long-term improvements for the drainage system.

CS-11.2 The City shall continue to collect a Storm Water System Service Fee for needed storm drainage improvements and maintenance.

CS-11.3 The City shall plan and build storm improvements within funding limits.

CS-11.4 The City shall investigate the potential for establishing an impact fee to help accommodate the effects of additional runoff from new development.

CS-11.5 The City shall develop stormwater management programs to reduce water borne pollution discharges to the maximum extent practicable.

CS-11.6 The City shall require new development to obtain all necessary NPDES permits as required by federal law.

CS-11.7 The City shall require all new development to implement feasible best management practices (BMP) in the design of stormwater systems.

CS-11.8 The City shall require all projects in the floodplain to comply with applicable federal, state and local regulations.

CS-11.9 The City shall work with the California Department of Fish and Game and Napa

County Resource Conservation District to develop an acceptable and appropriate homeowners' stewardship program aimed at reducing flooding along creek and river side properties.

IMPLEMENTATION PROGRAMS

CS-11.A The City shall prepare a *Storm Drainage Master Plan*. The scope of the Master Plan should include:

Hydrologic Information and Recommendations

1. Documentation of existing facilities and conditions
2. Development and adoption of standard methodologies for future system design
3. Production of a Storm Drainage Base map with estimated design flow at critical points
4. Hydraulic analysis of the City system
5. Identification of problem areas and prioritization of improvements (projects completed as funding permits)

Water Quality Evaluation and Recommendations

1. Documentation of current and anticipated regulations
2. Runoff water quality management program including the following components:
   a) Existing City Programs, including Stormwater Service Fee, SWPPP and NOI requirements for projects over 5 acres, street sweeping, drain stenciling, pesticide certification for employees, implementation of erosion control measures
   b) Five year schedule and costs for implementation
   c) Refinement of General Plan policy implementation programs as needed
   d) Pursuit of funding for water quality education programs
   e) Identification of standards for erosion control design and implementation
   f) Bioengineer bank stabilization projects in cooperation with the Flood Control District
   g) Identification of small development standards for trash enclosures and other sources of runoff contamination

Responsibility: Public Works Department

Time Frame: FY 00-05

SOLID WASTE COLLECTION AND DISPOSAL

The city of Napa lies within Napa County's Garbage Zone 1. This zone administers collection of all solid waste in Napa County south of the city of Yountville. In the past, Napa's solid waste has gone to the American Canyon Landfill. This site, however, closed in April 1995. In August 1993, Napa County, through a Joint Powers Agreement with the cities of Vallejo and Napa, formed the South Napa Waste Management Authority (SNWMA) to deal with the impending closure of the American Canyon Landfill. Since its formation, SNWMA has considered and rejected a number of possible sites in-lieu of local sites. Other sites were also rejected by referendum.

In lieu of using local sites, SNWMA constructed a solid waste transfer station two miles south of the city at 889 Devlin Road. The transfer station began operations in April 1995 and serves the same geographic area previously serviced by the American Canyon Landfill. Although it has not joined the SNWMA, the city of American Canyon will continue to dispose of its waste through Napa County until 1998. The SNWMA has contracted with Regional Disposal Company to haul the solid waste by rail to the Roosevelt Regional Landfill in the State of Washington.

Solid Waste Reduction and Recycling

In 1989, the State Legislature passed Assembly Bill 939 (AB 939) which instituted California's first statewide Integrated Waste Management Plan. AB 939 put the burden of solid waste disposal and diversion on California's cities and counties. With 1990 as the base year, cities were required to divert 25 percent of their waste streams from landfills by 1995. This was to be accomplished through source reduction, recycling, and composting programs. By 2000, AB 939 requires 50 percent of municipal waste streams to be diverted.

In 1991, the City adopted a *Source Reduction and Recycling Element* (SRRE) and a *Household Hazardous*

Waste Element (HHWE) to guide local efforts in reducing the amounts and types of waste disposed in landfills. This is accomplished through a variety of programs and services offered throughout the city including residential curbside recycling, yard waste composting, drop-off and buy-back center recycling and commercial sector recycling. Safe disposal opportunities for household hazardous wastes are provided through local drop off centers and periodic collection events. These services are promoted through an ongoing, city wide awareness effort which includes distribution of flyers and brochures, assistance with on-site business "waste audits" and media outreach through local newspapers, radio and cable television.

Solid Waste Service Standards

The City's solid waste service standards are set through its participation in the SNWMA and requirements of AB 939. The City's policy is to maintain a service standard that will ensure safe, regular disposal of all commercial, industrial, and household waste while diverting 50 percent or more of the city's total waste stream by 2000.

The City's SRRE includes a contingency plan if the AB 939 50 percent waste reduction requirement is determined to be unachievable with current waste reduction and recycling procedures. This contingency measure is the use of a Materials Recovery Facility for recovery of recyclable materials from the waste stream.

GOAL CS-12 **To provide for safe and environmentally sound municipal waste reduction and recycling programs that will allow the City to attain the requirements of AB 939.**

POLICIES

CS-12.1 The City shall provide ongoing waste reduction and recycling public awareness and education programs.

CS-12.2 The City shall continue to monitor its *Source Reduction and Recycling Element* (SRRE) and *Household Hazardous Waste Element* (HHWE) to ensure that the City is meeting its waste reduction goals.

IMPLEMENTATION PROGRAMS

CS-12.A The City shall evaluate the current program and consider construction of a Materials Recovery Facility if the waste diversion goals are not being realized as projected in the *Source Reduction and Recycling Element*.

Responsibility: Public Works Department

Time Frame: FY 99-03

Chapter 5

Parks and Recreation

CHAPTER 5

PARKS AND RECREATION

INTRODUCTION

The provision of parks throughout the city has long been an integral element of the community's planning and development. Parks are critical amenities, providing both opportunities for respite from the built environment and places for outdoor recreation and community gathering and celebration. Public recreational facilities and programs also help bind the community and contribute to Napa's reputation as a desirable place to live. They provide an opportunity for safe and supervised recreation for youth as well as opportunities for ongoing recreation and enjoyment for adults. To serve the diverse population of the Napa community, recreational activities span a wide range from soccer to dance, basketball to music, golf to painting. A variety of programmatic needs must be considered in recreational facilities and program planning.

Major Parks and Recreation Objectives

- *Extensive and diverse opportunities for passive and active recreational activities*
- *A comprehensive, multi-use trail system*
- *Integration of natural open space and historic resources into the park and open space system*
- *Provide a broad range of recreation and leisure programs for all sectors of Napa's population*

This chapter describes the City's standards and policies for development and maintenance of parks, recreational facilities, trails, and arts and cultural activities. It is divided into the following topical sections:

- Parks and Recreation Facilities
- Parks and Recreation Funding
- Open Space and Natural Resources
- Recreation Programs
- Trails - General
- Napa River Trail
- Arts and Cultural Activities

Appendix F of this document is an "Open Space Action Program" which consolidates the policies and programs from throughout the General Plan that address Open Space.

PARKS AND RECREATION FACILITIES

Park Facilities

The City of Napa's park system currently (1995) totals 753 acres, of which 287 acres are improved for active recreation and 466 acres are minimally improved for passive uses or remain unimproved. City parks are generally classified into three types: citywide, community, and neighborhood. In addition, there are mini-parks and civic areas that also contribute to the city's park and recreation areas. These facilities are defined as follows.

Citywide Facilities	Include parks, open space areas, and trails, and include active recreation and/or open space areas which are of significance to the entire community. Can include active and passive recreational facilities.

Existing citywide facilities include Alston, J.F. Kennedy, Westwood Hills, and Timberhill Parks. The planned Napa River trail and proposed Stanly Park would also be citywide facilities.

Community Parks	Include active recreational facilities such as ballfields and community centers; intended to be a recreational focus for a "community" of many neighborhoods.

Napa has four community parks totaling 40.6 acres, including Century Oaks, Fuller, Garfield, and Las Flores Parks.

Neighbor-hood Parks	Provide informal general use play areas for an immediate neighborhood. Generally include a children's playground with play structures and a small level grass area for sports and games.

The City has 22 neighborhood parks located throughout the city, totaling 66.5 acres.

Mini-parks	Small parks primarily used as neighborhood play areas.

Napa has 11 mini-parks throughout the city, accounting for less than 3 acres.

Civic Areas	Plazas, landscaped areas, and other publicly-owned "civic" areas, especially in the downtown area.

Napa has four civic areas, including China Point Park, Parkway Plaza, Pearl Street Park, and Veterans Memorial Park.

In addition, City residents use other park and recreational resources within driving distance of the City, including City reservoirs (Lake Hennessey and Milliken Reservoir), County recreational areas (Cuttings Wharf Boat Launch Facility, Yountville Ecological Preserve, Skyline Wilderness Park, Solano Avenue Bike Rest Stop), and State and federal facilities (Rector Reservoir, Sugarloaf Ridge State Park, Bothe-Napa Valley State Park, Robert Louis Stevenson State Park, and Lake Berryessa). The Napa River Marsh, primarily federal lands, is also an open space resource for Napa residents.

The existing park system is illustrated in Figure 5-1.

Recreational Facilities and Activities

Public recreational facilities in Napa are provided by three public agencies: the City of Napa, the Napa Valley Unified School District (NVUSD), and Napa Valley College. Many private organizations and businesses also provide recreational activities.

Recreational facilities include the following:

- Swimming pools
- Youth baseball fields
- Softball fields
- Football/soccer fields
- Tennis courts
- Basketball courts
- Volleyball courts
- Track
- Play apparatus
- Golf
- Boat facilities
- Horse facilities

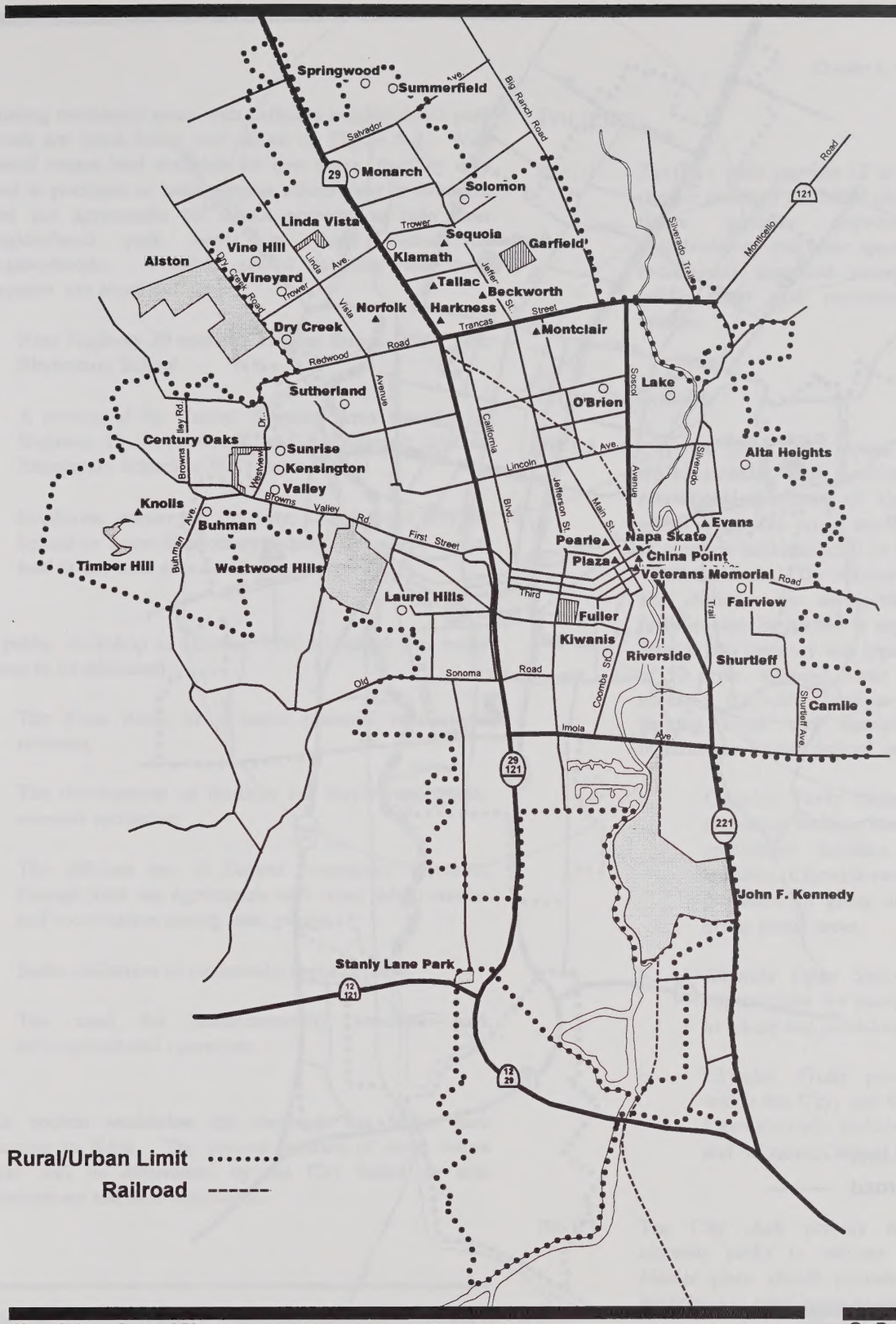
The City provides programs at four City facilities: Las Flores Recreation Center, Senior Center, Pelusi Recreation Building, Fuller Park building (preschool programs and Headstart)

This chapter provides the policies which will guide the maintenance and expansion of Napa's parks and recreational facilities to meet the current and expected needs of the Napa community.

Future Park Needs

Future parks and recreational facilities' needs have been determined by future growth projections, identification of currently under-served areas, and community desires as determined by surveys and public meetings. Future park needs have been based on the service area standards and growth projections within the Rural Urban Limit (RUL) through 2020.

To identify community park needs, the City was divided into quadrants (see Figure 5-2), with a major park within each quadrant. This indicated that a new community park is needed east of the Napa River. In addition, central Napa (Quadrant 2) may require additional community park facilities, as the historic character and other constraints may prevent this park from being developed to provide many of the functions of a community park. This could be met by developing a new park site, either jointly with the school district at Silverado Middle School or with surplus property at Napa State Hospital. Alternately, Shurtleff Park could be expanded to include community-serving facilities with joint use at adjacent Phillips School.



City of Napa General Plan | Parks51.DS4 | 12/98

Figure 5-1

Existing Parks (1992)

North

City Wide

Community

Neighborhood

Mini-Park

725' 1/2 Mile 1 Mile 3 Miles

0

Source: City of Napa Community Resources Department

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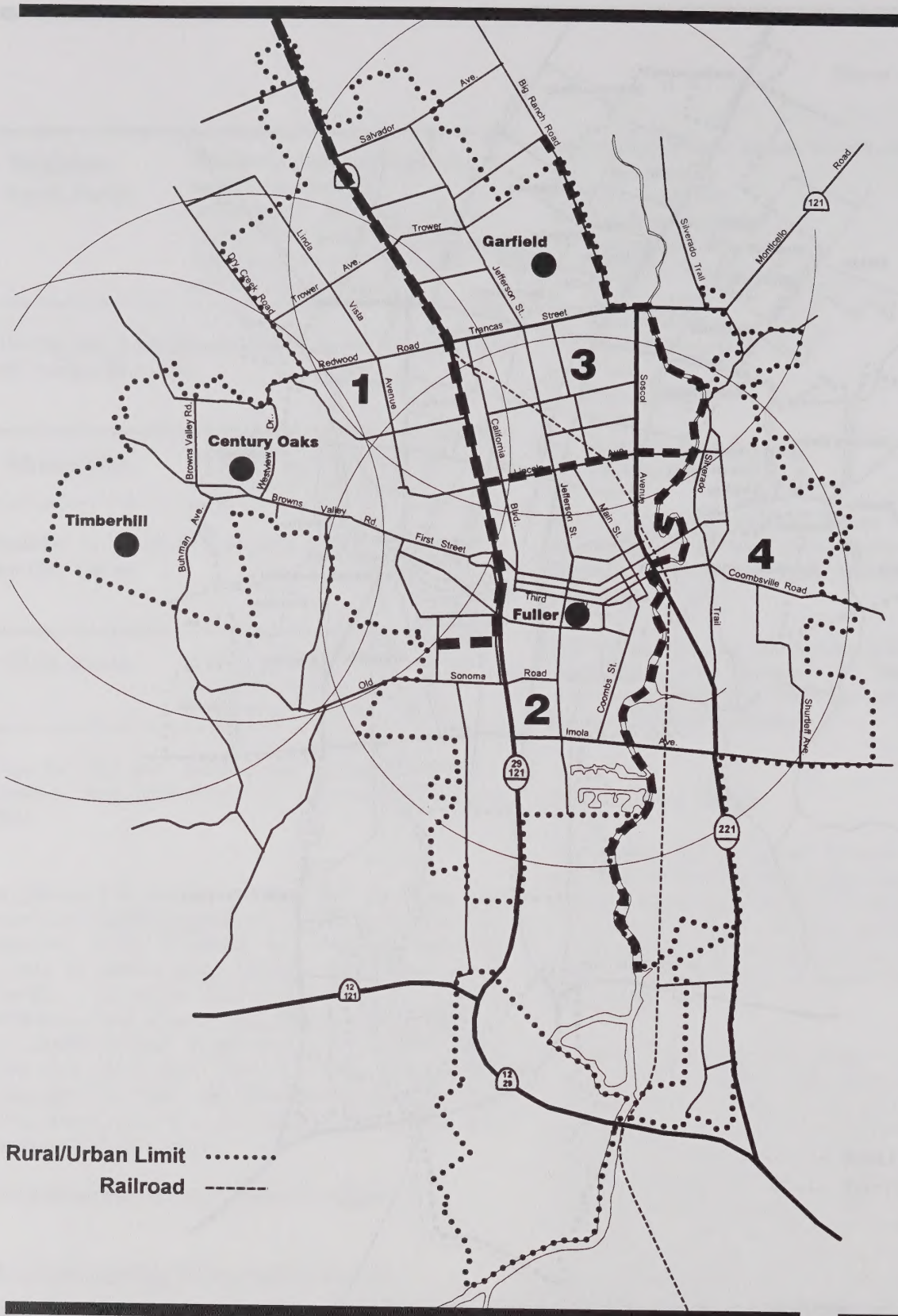

City of Napa General Plan | Parkquad.DS4 | 12/98

Figure 5-2

Park Quadrants & Community Parks

North

725' 1/2 Mile 1 Mile 3 Miles

0

Geographic Sub-Area (Quadrants)

Community Park with Park Service Area (2-Mile Radius)

Source: City of Napa Community Resources Department

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Existing residential areas with deficient neighborhood park access are listed below and shown on Figure 5-3. With limited vacant land available for new parks, the City may need to purchase or lease surplus school sites or establish joint use agreements on school property to help meet neighborhood park needs in these underserved neighborhoods. Possible school facilities for these purposes are identified.

- Near Highway 29 south of Trancas Street. West Park Elementary School
- A portion of the Central Planning Area bounded by Highway 29, Napa Creek, and the railroad: Lincoln Elementary School or D.T. Davis School
- Southwest corner of the city: Ridgeview Middle School or Snow Elementary School, or acquire vacant land in this area as it develops.

A public workshop in October 1990 identified five major issues to be addressed:

- The Napa River as a major potential recreational resource
- The development of facilities for family- and youth-oriented recreation
- The efficient use of limited community resources through joint use agreements with other public entities and coordination among user groups
- Better utilization of community/regional parks
- The need for environmentally sensitive park development and operations

This section establishes the standards for future park planning in Napa. The precise location of some future parks will be determined by the City based on new development and land acquisition.

GOAL PR-1 **To develop a system of well-maintained and fully improved local and citywide serving parks and recreation facilities which meet the needs of the residents of Napa.**

POLICIES

PR-1.1 The City shall provide 12 acres of active and passive parkland per 1,000 residents. This total figure includes citywide, community, neighborhood, and other special park sites and recreational amenities incorporated into the public parks and recreational open space system.

Citywide Facilities

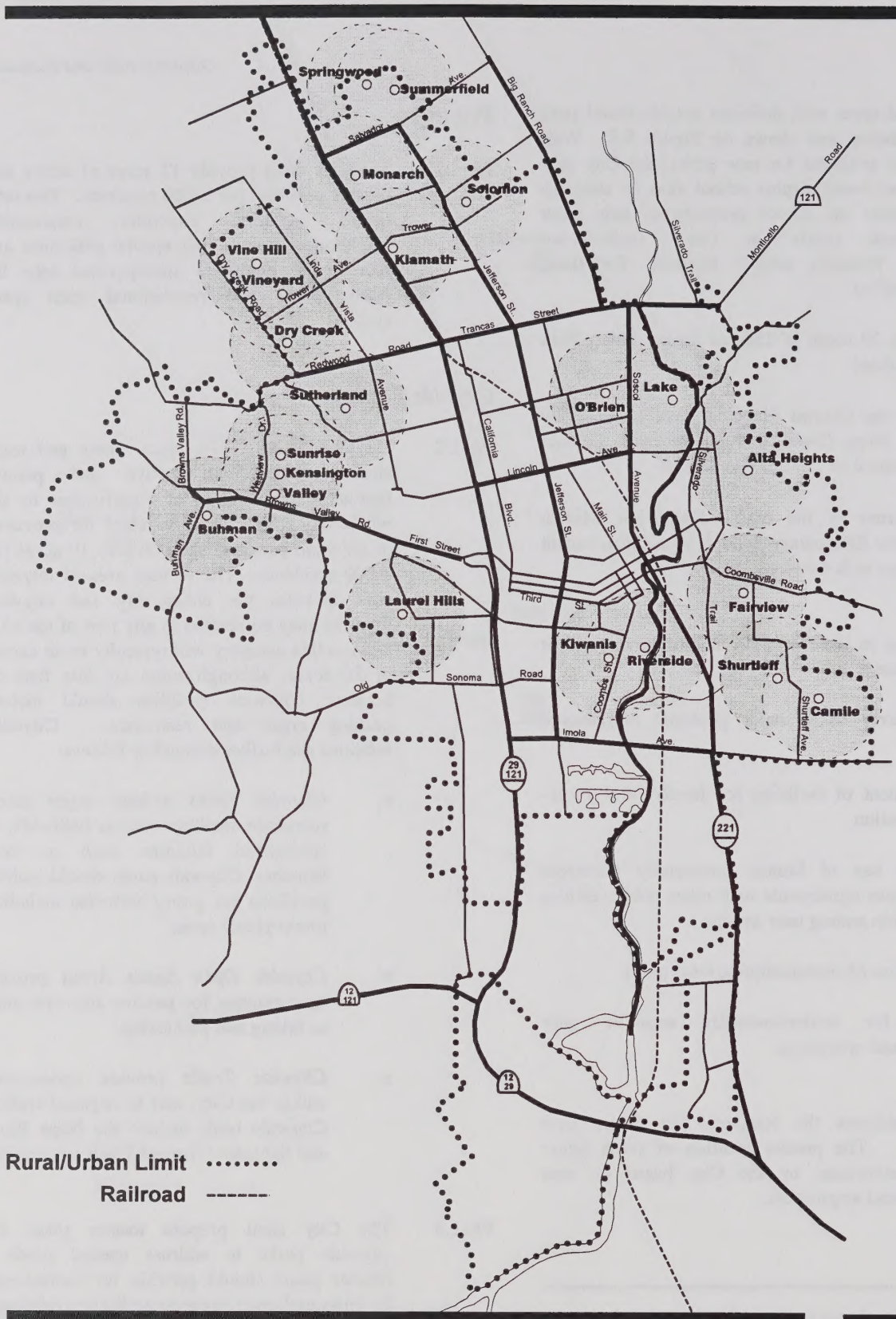
PR-1.2 Citywide parks, open space areas and trails shall include both active and passive recreational amenities of significance to the whole city. The target standard for provision of citywide parkland shall be 6 to 10 acres per 1,000 residents. The service area of citywide sites includes the entire city and citywide facilities may be located in any part of the city. Sites in this category will typically be in excess of 50 acres, although some are less than 50 acres. Citywide facilities should include parking areas and restrooms. Citywide facilities are further defined as follows:

a. *Citywide Parks* include major active recreation facilities such as ballfields, or specialized facilities such as boat launches. Citywide parks should include provision for group activities including group picnic areas.

b. *Citywide Open Space Areas* provide opportunities for passive activities such as hiking and picnicking.

c. *Citywide Trails* provide connections within the City, and to regional trails. Citywide trails include the Napa River and Salvador Channel Trails.

PR-1.3 The City shall prepare master plans for citywide parks to address special needs. Master plans should provide for recreational facilities and open space as well as parking and access needs. Wherever feasible, primary vehicle access shall be from major streets (i.e., arterials and collectors).



Rural/Urban Limit ·····

Railroad ------

City of Napa General Plan | Parkrdis.DS4 | 12/98

Figure 5-3

Neighborhood Park Service Area

North

725' 1/2 Mile 1 Mile 3 Miles

0

Neighborhood Park with 1/2-mile Radius Service Area

Source: City of Napa Community Resources Department

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Community Parks

PR-1.4 The City shall provide at least one community park in each identified quadrant of the city. The target standard for provision of community parkland shall be between 1.2 and 1.5 acres per 1,000 residents. The service area for community parks is a 1½ to 2-mile radius catchment, although community park facilities will attract and serve residents throughout the city. Community parks shall generally be in excess of 15 acres but may range from 5 to 50 acres in extent.

The primary function of community parks is as a place where the residents of a number of contiguous neighborhoods can gather for recreational and social activities. Community parks should include community centers, provision for group activities, and provision for indoor and/or outdoor recreational and athletic activities including scheduled sports practices, games and events. Community parks may also include natural areas for passive recreation. Community parks shall include on-site parking areas (with the possible exception of Fuller Park) and restrooms.

PR-1.5 The City shall improve community park service in the area currently under-served east of the Napa River (Quadrant 4) by acquiring a new site, by expanding an existing park, or through a joint use agreement with the NVUSD.

PR-1.6 Because Fuller Community Park may not accommodate active use facilities, the City shall improve the provision of active recreation facilities in Quadrant 4 by acquiring a new park site, by expanding an existing park, or through a joint use agreement with the NVUSD.

PR-1.7 The City shall develop new master plans for existing or proposed community parks which are undeveloped or underdeveloped, including Garfield Park. Master plans should provide for recreational facilities, as well as parking and access needs of parks. Wherever feasible, primary vehicle access shall be from major streets (i.e., arterials and collectors).

PR-1.8 Whenever feasible, the City shall locate community facilities (such as tennis courts, swimming pools, athletic fields, and community centers) in community parks. Where site constraints at a particular community park limit facility development, the City shall locate community facilities in the same quadrant as the park.

Neighborhood Parks

PR-1.9. The City shall provide neighborhood parks throughout the residential areas of Napa. Neighborhood parks should function as informal general use play areas intended primarily to serve the immediate neighborhood. The service area of neighborhood parks shall include an area of a ½ mile radius, where there are no significant barriers to access. The target standard for provision of neighborhood parkland shall be between 1.2 and 1.5 acres per 1,000 residents. Neighborhood parks shall meet the following guidelines:

a. Neighborhood parks should be in excess of 5 acres but may range from 2 to 10 acres. (Some existing neighborhood park sites cover a smaller acreage). Neighborhood park service may also be provided by citywide or community parks, or located on schools or other property where appropriate joint-use agreements exist.

b. Whenever feasible, neighborhood parks should include a children's playground incorporating play structures for preschool age children, as well as play structures for school age children, unless such school age play structures are provided on school property in close proximity to the park area. Neighborhood parks should also include seating near to the play areas, a picnic area, and a small level grass play area for sports and games. Natural areas designated for passive recreation uses can be included.

c. Neighborhood parks may include active recreation facilities available for organized youth recreation activities. Sites should facilitate youth sports and limit impacts on any adjacent residential area; positive factors include: location adjacent to schools, off-street or ample on-street parking and/or large level acreage with

minimal obstructions. Portable restrooms should be provided during the sports season. Appropriate neighborhood parks to facilitate youth sports will be designated on an annual basis only.

PR-1.10 The City shall improve neighborhood park service in areas currently under-served by acquiring a new site, or by expanding an existing park, or through a joint use agreement with the NVUSD. Primary areas which need improved service include:

a. Pueblo Planning Area (near Highway 29)
b. Central Napa Planning Area
c. Beard Planning Area
d. Westwood Planning Area

PR-1.11 The City shall anticipate the need for additional parkland by seeking land for neighborhood parks in under-served areas with significant growth potential, such as the Westwood Planning Area.

Mini-Parks

PR-1.12 Due to the high cost of developing and maintaining very small parks, the City shall generally not accept new mini-parks of less than two acres into the park system unless they include specialized recreation facilities or unique resources. However, the City shall continue to operate and maintain existing mini-parks.

PR-1.13 The City shall review existing mini-parks to determine if any are surplus. Criteria to be considered in evaluating whether to retain mini-parks are the unique characteristics of the park, the availability of recreation facilities in the vicinity, the quality of existing improvements in the park, and accessibility and degree of utilization.

Other Recreational Facilities

PR-1.14 The City shall include civic spaces as part of the park and recreational open space system. These shall include small public plazas and other accessible landscaped and/or hardscaped areas.

PR-1.15 The City shall respect and plan for the protection of distinctive natural and historical resources and sensitive habitats within the parks and open space system through the use of appropriate site planning, design, and management strategies.

PR-1.16 Whenever feasible, the City shall encourage access to parks, open space areas, and trails for all segments of the population, including the disabled. Site and improvement plans for parks and trails shall address access for the disabled whenever feasible. City bus routes should connect to citywide and community parks whenever feasible.

Provision of Facilities

PR-1.17 The City shall address parkland needs when areas are annexed to the city or converted from other land uses to primarily residential use.

PR-1.18 The City shall coordinate with the Napa Valley Unified School District, Napa Valley College, the County, and other agencies to meet park and recreation facility needs of city residents. Park development on another public agency's property under lease to the City should be available to the public during normal park operation hours. However, parks and facilities developed on a school property under a lease can be available to the public on a basis that accommodates school hours of operation.

PR-1.19 When the City sponsors improvements to another agency's property for the purposes of public recreation a lease or joint-use agreement will be in place which reflects the level of funds invested and the public's interest prior to such expenditure of City tax dollars. Appropriate maintenance requirements and responsibilities will also be addressed in these agreements.

PR-1.20 The City shall establish a long-term planning effort to develop, as feasible, joint use facilities that serve identified existing and future community active recreation needs which include:

a. The addition of two public pools;

b. The development of two additional regulation youth baseball fields by 1997,

and ultimately six to eight additional regulation youth fields;

c. The addition of three soccer game fields, and other practice fields, through the conversion or joint use of existing recreation fields;

d. The addition of four tennis courts on City parkland, and improvement of existing courts at Silverado Middle School;

e. The addition of indoor gym space, for basketball and other court games.

Recreational Facilities and Activities

PR-1.21 The City shall locate active recreation facilities with consideration of the need for parking, restroom facilities, vehicular and pedestrian access. Consideration shall also be given to potential residential neighborhood impacts due to noise, light and traffic.

PR-1.22 The City shall locate citywide active recreation facilities at citywide and community parks, including Kennedy Park and portions of Alston Park.

PR-1.23 The City shall utilize suitable neighborhood parks for organized youth recreation activities.

PR-1.24 The City shall locate lighted facilities with careful consideration for neighborhood concerns regarding light and noise. Lighted facilities may be located in Kennedy Park and other citywide or community parks. Certain school sites, such as Silverado Middle School and Ridgeview Middle School, may be suitable for lighted facilities. Lighted tennis courts may be acceptable at designated neighborhood parks. In all cases lighted facilities will only be considered where it is determined that the increase in the night time noise environment for nearby residents would not exceed five decibels. Light fixtures shall be designed to ensure minimum off-site light and glare impacts

IMPLEMENTATION PROGRAMS

PR-1.A The City shall prepare a new site master plan for Alston Park which addresses active recreation facilities needs and open space concerns, including development of a trail system and potential connections to regional trail networks.

Responsibility: Community Resources Department

Time Frame: FY 99-03

PR-1.B The City shall continue to implement the site master plan for Kennedy Park (adopted 12/97) which addresses major active recreation facilities needs and river access.

Responsibility: Community Resources Department

Time Frame: Ongoing

PR-1.C The City shall prepare a master plan/resource management plan for Westwood Hills Park which addresses trail development and vegetation management.

Responsibility: Community Resources Department

Time Frame: FY 03-05

PR-1.D The City shall prepare a master plan for Timberhill Park which addresses development of a trail system and possible connections to regional trail networks.

Responsibility: Community Resources Department

Time Frame: FY 05-07

PR-1.E The City shall conduct a review of existing mini-parks to determine if any are surplus.

Responsibility: Community Resources Department

Time Frame: FY 03-05

PR-1.F The City shall annually designate parks for organized youth recreation activities. To limit impacts on adjacent residential areas, the City shall consider the following criteria in its selection of parks:

a. Location (e.g., adjacent to schools);

b. Availability of off-street or ample on-street parking; and

c. The availability of large level acreage with minimal obstructions.

Portable restrooms shall be provided during the sports season at these parks.

Responsibility: Community Resources Department

Time Frame: Annually

PR-1.G The City shall review its park facilities to determine whether a separate "open space" designation is appropriate for certain parks in order to ensure that they will continue to provide opportunities for passive activities with little or no facility development.

Responsibility: Community Resources Department, City Council

Time Frame: FY 03-05

PARKS AND RECREATION FUNDING

The City provides for development, improvement, and maintenance of parks and recreational facilities in Napa. The City also pursues joint use of facilities with the school district. Policies in this section seek to promote a broad range of funding for public parks and recreational facilities. Funding for trails is also discussed in later sections of this chapter.

GOAL PR-2 **To provide an adequate and diverse source for developing and maintaining parks and recreational facilities.**

POLICIES

PR-2.1 The City shall identify and utilize equitable and realistic methods of financing and/or implementing acquisition, improvement, operation and maintenance of public parks and recreation facilities, and related open spaces.

PR-2.2 The City shall acquire vacant school sites through the terms of the Naylor Act (or otherwise if appropriate) to provide park facilities in areas identified as deficient or areas where future parks may be required.

PR-2.3 The City shall maintain a capital improvements program for parks and recreation facilities and shall periodically revise the program to reflect improvements, funding availability and changing recreational needs.

PR-2.4 The City shall continue to collect development impact fees under the City's Park Dedication (Quimby) Ordinance. The City shall consider increasing the requirements for dedication or in-lieu fees under the Quimby Ordinance from three acres to five acres per 1,000 population.

PR-2.5 The City shall continue to divide the city into quadrants for purposes of fee collection. Fees shall be collected in the respective quadrants and are applied to neighborhood parks within the quadrant or to citywide and community parks.

PR-2.6 The City shall investigate the potential for establishing an impact fee for industrial and/or commercial development.

PR-2.7 The City shall investigate the use of Mello-Roos community facilities districts in new areas of the city to fund acquisition, development, operation, and maintenance of park facilities.

PR-2.8 The City shall solicit donations from private individuals, nonprofit organizations, and business interests to assist in the financing of parks and recreation facilities. Among the means to maintain or consider are the following:

a. The Foundation for Napa Recreation as a vehicle for the collection and administration of donations.

b. Direct citizen investment in park facilities through sponsorship programs such as "adopt-a-park" or "plant-a-tree."

c. A program for volunteer help in developing/maintaining park facilities.

PR-2.9 The City shall, where appropriate, operate recreation opportunities on a concession or land lease basis, with revenues to be used primarily for facility maintenance. The City shall periodically review any lease contracts and concessionaire agreements to ensure arrangements are performing at rates similar to current practice elsewhere.

PR-2.10 The City shall monitor federal, state, local, and nonprofit parks and recreation funding sources. The City shall continue to pursue appropriate grant funding.

PR-2.11 The City shall continue to use and consider new cost-effective means of operating and maintaining parks and recreation facilities such as shared financing with other public entities, use of energy efficient technology and water conservation, and by preparing a maintenance impact analysis for new facilities.

PR-2.12 The City shall use development agreements and/or special recreation fees (such as that used for the Linda Vista Community Center) to help finance facility improvements.

PR-2.13 The City shall consider the use of bond financing to assist in the implementation of the parks and recreation improvements program.

PR-2.14 The City shall consider the use of tax increment financing for park or civic space improvements within the redevelopment area. Where possible, the City shall tie civic space improvements to adjacent redevelopment projects.

PR-2.15 Where civic spaces are located so as to provide benefit to adjacent commercial properties, the City shall consider use of benefit assessments for their improvement and long-term maintenance.

Implementation Programs

PR-2.A The City shall review and revise the Capital Improvements Program to reflect park improvements, funding availability, and changing recreational needs.

Responsibility: Community Resources Department

Time Frame: Ongoing

PR-2.B The City shall investigate increasing the requirements for dedication or in-lieu fees under the Quimby Ordinance from three acres to five acres per 1,000 population. The City shall annually update the fee to reflect acquisition and improvement costs.

Responsibility: Community Resources Department

Time Frame: FY 99-03

PR-2.C The City shall update Park Development Fees to reflect changes in costs of acquiring and improving parkland.

Responsibility: Community Resources Department

Time Frame: FY 99-03

PR-2.D The City shall investigate, and if determined feasible, the City shall consider establishing a park and/or a recreation impact fee for industrial and commercial development.

Responsibility: Community Resources Department

Time Frame: FY 99-03

Open Space and Natural Resources

The City of Napa has several major physical features which have influenced its development in the past and are important components of the community's character and identity. These physical features can be integrated into the city's park and open space system.

The Napa River is one of the most important natural features in Napa, and later sections discuss a trail along the river. The use of the river for recreational purposes must also be balanced with the need for future floodway improvements and the river's importance as habitat. Stream corridors are similar to the River in that they provide a special opportunity to provide lineal trails and other recreational amenities, but also include sensitive plant and animal habitats. The opportunity remains along such undeveloped corridors as the Salvador Channel and

portions of other streams throughout Napa to provide additional hiking and recreation trails for residents of the community.

The open agricultural lands of the valley are also an opportunity because of their visual beauty and open character. Hiking and bicycling are important recreational activities partially because of the agricultural environment.

Other important natural environments are largely located outside of the city limits, but provide important nearby recreational opportunities for Napa residents. Two important features are the nearby marshlands and the City's reservoirs.

In addition to these natural features, in a community with as rich a history and culture as Napa, parks can provide opportunities for interpretation of cultural heritage while preserving significant artifacts. The park system may serve in certain locations to reveal the City's natural and cultural history and its role in the Napa Valley.

GOAL PR-3 **To develop and maintain an open space and parks system which protects and reinforces the natural and historic character of the city and region, and which is consistent with conservation goals.**

POLICIES

PR-3.1 The City shall consider the Napa River and tributaries as a primary natural corridor that forms an organizing spine for the open space system within and extending beyond the City.

PR-3.2 The City shall evaluate the future recreation potential for Lake Hennessey and Milliken Reservoir and associated watershed lands, recognizing that protection of water supply is a primary concern.

PR-3.3 The City shall recognize the contribution of natural and historic features to enriching park form and function, by providing contextual elements and permitting a diversity of passive park uses, including environmental education, hiking, nature observation and historical interpretation.

PR-3.4 Where appropriate, the City shall locate new parks, trails, and overlooks adjacent to areas that are protected from development for reasons of resource protection, safety provision, or historic preservation, including areas along the Napa River and Salvador Channel, its tributaries, and on the hillsides, to provide contiguous open space areas, extend resource protection, and increase perceived or actual extent of publicly accessible area.

PR-3.5 Where appropriate, the City shall adapt historic structures which the City wishes to preserve for recreation and/or community service needs.

PR-3.6 The City shall work with local historians to investigate the potential for establishment of a programmatic trail linking significant historic sites in the city.

PR-3.7 The City shall establish with the County, State, or regional authorities, a collaborative long-term planning strategy regarding open space preservation and associated recreation opportunities.

PR-3.8 The City shall promote access to publicly-owned natural areas beyond the city, such as the Napa River marshlands, Skyline Park, and watershed areas where possible, via existing and proposed trail segments, to extend the passive open space recreational opportunities for Napa residents.

PR-3.9 Recognizing that the Napa Valley is internationally renown for its picturesque vineyards, the City shall promote public access (such as trail access) to areas outside the city with views of vineyards and other farmlands, where such access will not impact agricultural production.

PR-3.10 The City shall address conservation of sensitive natural and cultural resources in specific and detailed development and implementation plans for parks and trails; ensure compliance at all times with the California Environmental Quality Act (CEQA) and other regulatory requirements.

PR-3.11 The City shall address resource conservation in park development, operations and maintenance, especially with respect to water conservation.

IMPLEMENTATION PROGRAMS

PR-3.A The City shall work cooperatively with the County to investigate the potential for the establishment of a County Parks and Open Space District.

Responsibility: Community Resources Department

Time Frame: FY 03-05

RECREATION PROGRAMS

In addition to the various facilities developed and maintained by the City, the City also runs or supports other organizations in operating recreational activities. These include organized sports teams for children and adults, to recreation classes, and senior activities.

Reflecting the diversity of Napa's population, recreational programs include a wide range interests and abilities.

GOAL PR-4 **To maintain a diverse range of publicly available recreation and leisure programs and community centers which serve the needs of all sectors of Napa's population, including youth, adult, and senior activities.**

POLICIES

PR-4.1 The City shall operate a range of recreational, cultural, and leisure programs on a year-round basis, charging registration fees where applicable to help cover operating costs.

PR-4.2 The City shall continue to focus recreation programming efforts on classes and activities for youth, emphasizing classes and activities for preschool and elementary school youth.

PR-4.3 The City shall seek to increase teen participation in recreation programs. To this end, the City will collaborate with other recreation providers to provide joint programs oriented to teens, expand recreation opportunities associated with the Napa High community swim facility, and involve teens in recreation facility and program planning and development.

PR-4.4 The City shall facilitate participation in recreation programs by individuals with special needs.

PR-4.5 The City shall provide programs accessible to those with disabilities whenever possible, as mandated by state and federal regulations.

PR-4.6 The City shall continue to work with appropriate agencies, such as United Cerebral Palsy, to facilitate participation by youth and adults with special needs.

PR-4.7 The City shall provide for the recreational and social needs of seniors. To this end, the City shall coordinate with representatives of the Senior Commission to ensure provision of a range of seniors' programs at the Senior Center.

PR-4.8 The City shall continue to support development of affordable recreation programs and encourage participation by economically disadvantaged youth. The City shall work with social service agencies to provide program subsidies and other incentives for the participation of children of low-income families.

PR-4.9 The City shall continue to promote public recreation programming by private groups and other institutions, to enable the City to support diverse and varied programming.

PR-4.10 The City shall continue to foster joint sponsorship of recreation programs and events with other organizations, such as the Foundation for Napa Recreation, United Cerebral Palsy, the Napa Valley Unified School District and the Napa Valley College.

PR-4.11 The City shall continue to contract with private organizations and individuals to offer instruction and facilities not typically provided by the City. These shall be offered on a cost recovering basis whenever feasible.

PR-4.12 The City shall continue to support private, nonprofit recreation organizations, such as Little League, in their efforts to provide recreation-related activities in the city.

PR-4.13 The City shall identify and strive to address recreational needs of ethnic groups. In

cooperation with representatives of local ethnic groups, the City shall identify and seek to accommodate any identified special recreation needs.

PR-4.14 The City shall continue to promote and publicize available programs through a variety of means, including a newsletter.

PR-4.15 The City shall identify and utilize equitable and realistic methods of financing operation of recreation programs. User fees should be consistent with fees in other similar jurisdictions and reflect the City's policies regarding the provision of public recreation and community service programs. The City shall continue to charge higher fees to nonresidents

PR-4.16 The City shall, where appropriate, operate recreation opportunities on a concession or land lease basis.

PR-4.17 The City shall, where appropriate, establish and coordinate a program for volunteer help in operating recreation programs.

IMPLEMENTATION PROGRAMS

PR-4.A The City shall periodically publish and distribute a newsletter describing recreation programs and facilities and distributed to households and City agencies.

Responsibility: Community Resources Department

Time Frame: Ongoing

PR-4.B The City shall prepare and adopt an annual programming budget for recreation programs.

Responsibility: Community Resources Department; City Council

Time Frame: Ongoing

PR-4.C The City shall administer user fee schedules which reflect the costs of providing recreational service.

Responsibility: Community Resources Department

Time Frame: Ongoing

TRAILS - GENERAL

Several pedestrian trails are located within existing parks. Parks with extensive trail systems include Alston, Kennedy, and Westwood Hills. County-owned Skyline Park also has an extensive system of walking trails.

The City has acquired and partially developed portions of a trail along the Napa River, based on the *Napa River Trail Plan.* This plan is discussed in the next section. Other regional trails currently being planned are described below.

The Bay Trail: A regional hiking and bicycling trail around the perimeter of San Francisco and San Pablo Bays is being planned by the Association of Bay Area Governments (ABAG) as part of a State-sponsored program. When completed, the Bay Trail is envisioned to connect more than 90 parks and publicly-accessible open space areas. Although a route has not been firmly established in Napa, one alternative locates the trail near the Cuttings Wharf area entering Napa on Old Suscol Road through the Stanly Ranch to Stanly Lane and then onto Foster Road where it would connect with Imola, cross the river and proceed through Kennedy Park to the Napa-Vallejo Highway. Connector trails are proposed along Highway 29 and American Canyon Road. Alternatively the trail could use Old Sonoma Road from the Carneros District leading to Imola.

San Francisco Bay Ridge Trail: A Ridge Trail sponsored by the Bay Area Ridge Trail Council, a nonprofit organization encompassing representatives from public and private organizations, is planned as a 400-mile trail along the ridgelines of the hills and mountains surrounding San Francisco Bay. With planning beginning in 1988, the Ridge Trail is intended to follow existing trails where possible, connecting them by using public lands or public access easements. In the North Bay, plans are for the Ridge Trail to run from Sugarloaf Ridge State Park in Sonoma, through Napa County and the city of Napa, then through Skyline Park to Solano County. The exact alignment through Napa County has tentatively been determined to be a loop trail on both the east and west ridges of the Valley.

Trails provide the opportunity for residents and visitors to Napa to explore Napa's resources. This section calls for a trail system to integrate the city's green spaces (e.g., parks, school playgrounds, ball fields, marinas, riparian corridors, landscaped corporate parks, tree-lined parkways and avenues, hospital and other institutional grounds, and public and private commons and open spaces) into a non-vehicular commuter and recreation system. It is intended to provide users with the enjoyment of the natural surroundings as much as possible within an urban setting.

This section also promotes the development of proposed regional trails to link Napa with other areas outside the City.

Specific policies and programs related to the Napa River Trail are contained in the next section.

GOAL PR-5 **To develop a comprehensive system of trails for bicycle and pedestrian traffic both within the existing urbanized area and connecting to surrounding County areas.**

POLICIES

PR-5.1 The City shall provide for a trail system that provides connections with open space areas in and outside of the city. In the city, trails should connect Kennedy Park, Westwood Hills Park, Timberhill Park, and Alston Park with the Napa River Trail. Outside the city, trail destinations should include the Napa Marshes, Skyline Park, watershed areas, and views of vineyards and other agricultural lands.

PR-5.2 Trails shall be located off road, following creeks wherever possible. As trail opportunities are limited, on-road connections should also be included to link the off-road sections of the system. These connections should be included in the *Bicycle Facilities System*. The trail system should consist of the following components. Alignment possibilities are included in Appendix D.

a. Napa River Trail south: east bank
b. River Trail south: west bank
c. River Trail north on Salvador Channel to Alston Park with connection to Las Flores Community Center
d. Napa River Trail east to Skyline Park
e. Napa River Trail to Westwood Hills and Timberhill city parks
f. Other creek connections to the Napa River trail
g. Connections to surrounding county areas

The Trails Plan is shown in Figure 5-4.

PR-5.3 The City shall connect City trails with regional trails: the Bay Area Ridge Trail and the Bay Trail.

PR-5.4 The City shall provide trails to serve the needs of residents, tourists, and workers and visitors to the commercial and industrial areas of the city.

PR-5.5 The City shall develop trails that are safe for people of all age groups, especially children and those persons with special needs.

PR-5.6 The City shall provide trails accessible to people of all abilities and conform to the requirements of the Americans with Disabilities Act wherever feasible.

PR-5.7 In creekside areas, the City shall develop trails outside any riparian setback requirements wherever possible.

PR-5.8 The City shall design trails to be consistent with the City's *Trail Design Standards* to accessibility, width, surfaces, signage, safety elements, and access appropriate to the proposed use.

PR-5.9 The City shall seek community support for public trails.

PR-5.10 The City shall establish a liaison with trails organizations and groups.

PR-5.11 The City shall support development of a regional trail network for bicycle and pedestrian use.

PR-5.12 The City shall identify potential linkages along easements and rights of way to publicly accessible open space lands in the Napa vicinity, such as the Napa marsh.

PR-5.13 The City shall assist, when appropriate, in the identification and acquisition of elements of the regional trail network within the City of Napa.

PR-5.14 The City shall coordinate trails planning in Napa to ensure integration with the plans of other public and nonprofit agencies.

PR-5.15 The City shall identify and utilize equitable and realistic methods of financing and/or implementing acquisition, improvement and maintenance of trails.

PR-5.16 The City shall require new development to dedicate trail alignments and associated improvements as a condition of development approval.

PR-5.17 The City shall seek federal, state, and private funding for development of trails as part of mitigation efforts associated with roadway improvements.

PR-5.18 Where trails are joint-use, such as for utility access and along flood control channels, the City may share capital improvement and maintenance costs.

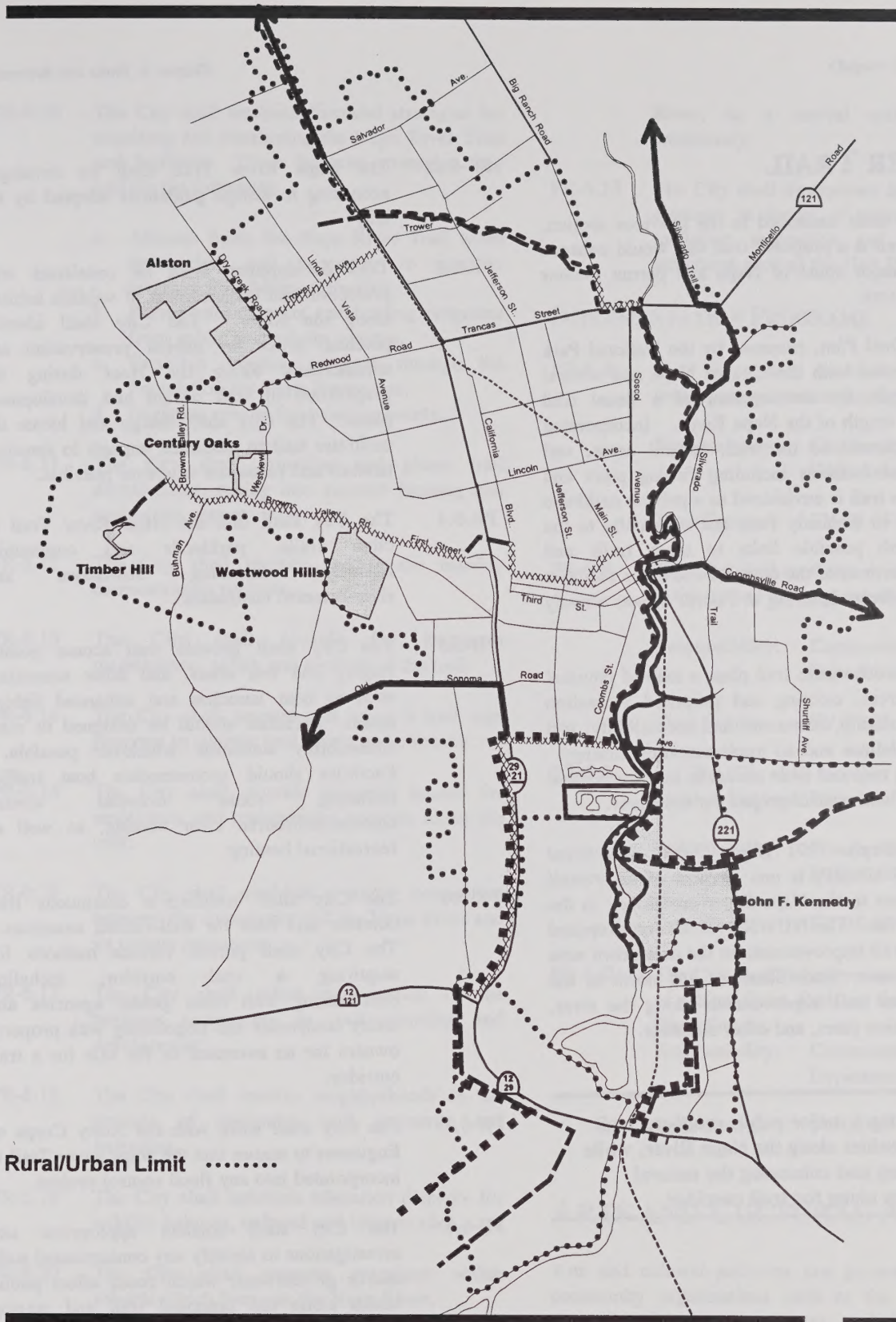
PR-5.19 The City shall continue to support a Citizens Trail Advisory Subcommittee to the Parks and Recreation Commission.

IMPLEMENTATION PROGRAMS

PR-5.A The City shall prepare and adopt trail design guidelines.

Responsibility: Community Resources Department

Time Frame: FY 99-03



City of Napa General Plan

Trails.DS4

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Figure 5-4

City Wide Trails Plan

North

725' 1/2 Mile 1 Mile 3 Miles

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Napa River Trail
City Wide Trails
On-road Connections
Roads to County Areas
Ridge Trail
Bay Trail
Rail Trail

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NAPA RIVER TRAIL

In addition to the trails described in the previous section, the Napa River Trail is a proposed trail that would enhance the river as the major spine of Napa and permit greater access to this resource.

The *Napa River Trail Plan*, prepared by the National Park Service in cooperation with the City of Napa and several other agencies, calls for development of a lineal trail corridor along the length of the Napa River. Incorporated into the corridor would be the trail, natural areas, and various recreational facilities including fishing piers and boat launches. The trail is envisioned as a public, multi-use path from Trancas to Kennedy Park and eventually to the Stanly Ranch, with possible links to other trails and parklands. Some portions of the corridor and some facilities (such as the Main Street Landing at Fourth Street) already exist.

The Plan includes a schematic trail plan, a map of physical and cultural resources, existing and proposed recreation activities, land ownership, easements and accessibility, and general design guidelines and an implementation strategy. The plan calls for a trail and river access to be incorporated into any proposed flood control project for the River.

In addition, the City's 1991 *Napa Urban Waterfront Restoration Plan* (NUWRP) is one element of an overall plan for better access to the Napa River envisioned in the *Napa River Trail Plan*. The NUWRP focuses on proposed public access and trail improvements in the downtown area of the River from near Sixth Street to just north of the Oxbow. It includes trail improvements along the river, fishing and observation piers, and other elements.

GOAL PR-6 **To develop a major public multi-use trail and amenities along the Napa River, while protecting and enhancing the natural resources along the trail corridor.**

POLICIES

PR-6.1 The City shall develop a major public multi-use trail and amenities along the Napa River from Stanly Ranch to Trancas Street and along the Salvador Channel, while protecting and enhancing the natural resources along the trail corridor.

PR-6.2. The Napa River Trail shall be developed according to design guidelines adopted by the City.

PR-6.3 Trail development shall be consistent with protection and enhancement of wildlife habitats along the River. The City shall identify potential areas for habitat preservation and enhancement along the river during the preparation of trail design and development plans. The City shall design and locate the multi-use trail to minimize impacts to sensitive habitats and resources wherever possible.

PR-6.4 The City shall link the Napa River Trail to other trails, parklands and community resources including downtown and river-oriented businesses.

PR-6.5 The City shall provide trail access points, staging and rest areas, and other amenities, such as boat launches and enhanced fishing areas. Facilities should be designed to meet accessibility standards whenever possible. Facilities should accommodate boat traffic, including some oriented toward commercial/tourist river boating, as well as recreational boating.

PR-6.6 The City shall establish a continuous trail corridor and sites for trail-related amenities. The City shall pursue various methods for acquiring a trail corridor, including coordinating with other public agencies and utility companies and negotiating with property owners for an easement or fee title for a trail corridor.

PR-6.7 The City shall work with the Army Corps of Engineers to ensure that the Napa River Trail is incorporated into any flood control project.

PR-6.8 The City shall conduct appropriate site investigations to identify any contaminated soils and/or groundwater which could affect public health along the proposed trail and staging areas near the River and shall identify mitigation to ensure adequate remediation.

PR-6.9 The City shall obtain easements and develop the proposed improvements described in the *Napa Urban Waterfront Restoration Plan* whenever feasible.

PR-6.10 The City shall establish financial strategies for acquiring and developing the Napa River Trail and facilities. These financial strategies may include the following:

a. Allocate funds for Napa River Trail when appropriate and necessary to use as leverage for additional funding.
b. Pursue various grant and funding programs from public and private sources.
c. Establish donation program through the Foundation for Napa Recreation.
d. Organize special fund raising events.

PR-6.11 The City shall prioritize and phase trail development, taking into account funding and acquisition opportunities.

PR-6.12 The City shall identify and pursue feasible demonstration projects.

PR-6.13 The City shall provide for long-term maintenance, safety and security of the trail.

PR-6.14 The City shall prepare and adopt a trail sign program to address trail safety and etiquette.

PR-6.15 The City shall provide adequate access for emergency and maintenance vehicles along the trail.

PR-6.16 The City shall establish a strong connection between the community and the Napa River and its unique resources.

PR-6.17 The City shall solicit participation of the business community in trail planning and development.

PR-6.18 The City shall involve neighborhoods in the process of designing trail segments and amenities.

PR-6.19 The City shall establish education displays for wildlife habitats, cultural and historic sites.

PR-6.20 The City shall promote programs within schools which focus on the Napa River.

PR-6.21 The City shall work with historic and environmental organizations to devise educational programs and events.

PR-6.22 The City shall establish River Square, between First and Third Streets on the west side of the River, as a central active place of the community.

PR-6.23 The City shall incorporate historic architectural elements in design of waterfront components, including renovation and reuse of historic structures such as the Hatt Building.

Implementation Programs

PR-6.A The City shall establish an ongoing trail inspection and maintenance program.

Responsibility: Community Resources Department

Time Frame: FY 03-05

PR-6.B The City shall establish a volunteer program to assist in trail cleanup and security patrols.

Responsibility: Community Resources Department

Time Frame: FY 03-05

PR-6.C The City shall increase public access to the water at Veterans Park.

Responsibility: Community Resources Department

Time Frame: FY 05-07

PR-6.D The City shall enhance access and development of China Point Park as the northern edge of River Square.

Responsibility: Community Resources Department

Time Frame: FY 05-07

Arts and Cultural Activities

Arts and cultural activities are generally coordinated by community organizations such as the Napa Valley Arts Council with support from individuals, community businesses, foundations, corporations, and other organizations. These activities take place in both public and private facilities and help to enhance public access to, and awareness of, the arts. In addition, such activities complement, enhance, and enliven both the shopping and work environment, and are particularly important to the

future of downtown. The City recognizes that it is important to provide support and incentives for these programs to enrich the quality of life for residents and visitors to the City.

GOAL PR-7 **To recognize the importance of cultural activities as an integral factor in sustaining the community's high quality of life.**

POLICIES

PR-7. 1 The City shall attempt to increase residents' access to participatory arts and cultural programs.

PR-7. 2 The City shall work with the Napa County Arts Council, Napa Valley Unified School District, and Napa Valley College to develop a systematic program to inform the public about the benefits of the arts in education and cross cultural awareness.

PR-7. 3 The City shall continue to cosponsor programs such as Artists in the Schools along with the Napa Valley Unified School District and Napa Valley Arts Council.

PR-7. 4 The City shall provide assistance to the Napa County Arts Council for its "at risk" youth programs by providing staff time, funding, space availability or other measures to ensure the program's continuing viability.

PR-7. 5 The City shall expand the opportunity for artists to exhibit and perform in public areas.

PR-7. 6 The City shall make free or low cost use of vacant or underused City-owned facilities available to the community's cultural organizations.

PR-7. 7 The City shall participate in annual cultural events (e.g., Napa Wine and Crafts Fair, Friends of the River Festival).

PR-7. 8 The City shall identify areas of the city where concentrations of art galleries, studios, and performance spaces are desirable.

PR-7. 9 The City shall permit live-and-work privileges for artists in areas that have been identified as suitable for concentrations of cultural and artistic activities.

PR-7. 10 The City shall design and construct public improvements that will enhance the aesthetics of pedestrian access to cultural districts.

IMPLEMENTATION PROGRAMS

PR-7. A The City shall institute an Art in Public Places program in the City's downtown core.

Responsibility: City Council; Cultural Heritage Commission; Redevelopment and Economic Development Coordinator

Time Frame: FY 05-07

PR-7. B The City shall prepare an ordinance to allow for live/work spaces.

Responsibility: City Council; Planning Department

Time Frame: FY 99-03

PR-7.C The City shall work with the Napa Valley Arts Council to conduct a survey of residents' interest in cultural programs.

Responsibility: Cultural Heritage Commission; Redevelopment and Economic Development Coordinator

Time Frame: FY 05-07; every five years thereafter

Chapter 6

Historic Preservation

CHAPTER 6 HISTORIC RESOURCES

INTRODUCTION

Napa has a rich historic heritage, reflected in the legacy of a superb collection of historic buildings and neighborhoods. From simple houses to stately mansions, Victorians to Art Deco, these historic buildings provide a link to the architecture and people of the past.

The city grew in response to the natural environment and available technology: lines of eucalyptus planted against prevailing winds; bridges of native stone; remnants of old docks where seagoing schooners tied up; roads defined by paths traveled by native people thousands of years ago. All this is reflected today in the community.

The General Plan sets the framework for a comprehensive program to foster historic preservation through a systematic program, community education, and coordination within the City and with historic preservation groups.

This chapter contains goals, policies, and implementation programs that promote the preservation of Napa's historic, archaeological, and cultural resources.

Major Historic Resources Objectives

- *To foster a community vision of the future that originates in respect and gratitude for its past and for the gifts that history bestows*
- *To preserve Napa's historic districts and buildings in active use*

This chapter is divided into several major sections, each addressing a specific aspect of historic preservation:

- Historic Preservation
- Economic Incentives for Historic Preservation
- Historic Education and Awareness
- Historic Downtown
- Historic Neighborhoods
- Archaeological Resources

HISTORIC PRESERVATION

When historic buildings are demolished, the fabric of the city is damaged. Saving old buildings and historic neighborhoods makes sense for a variety of reasons. From an economic perspective, restoration provides skilled jobs for local builders and income for local suppliers and businesses. Heritage tourism provides jobs in the service sector and supports tourist commercial businesses envisioned for the downtown. From an environmental perspective, restoration and reuse of materials reduce the materials going to landfills and also lessen depletion of raw materials such as timber. From a social perspective, preservation of historic neighborhoods contributes to diversity in our community and provides a variety of housing to satisfy a wide range of income levels at different stages of life.

This section seeks to develop a systematic and comprehensive historic preservation program to ensure that Napa's historically and architecturally-significant resources are preserved.

GOAL HR-1 **To preserve and maintain sites, buildings, and landscapes that serve as significant, visible reminders of the city's social, architectural, and agricultural history.**

POLICIES

HR-1.1 The City shall identify historical buildings, sites, features and districts that are reminders of past eras, events and people; significant examples of architectural styles; irreplaceable assets; or, examples of how past generations lived.

HR-1.2 The City shall continue to identify historic objects and features that are a part of the city's cultural heritage. These elements include signs of all types, street light standards, stone bridges and walls, windrows, sculptures and remnants of historic infrastructure, such as historic storm drains, stone curbs, cobblestones and manhole covers.

HR-1.3 The City shall continue to update and amend the City's historic resources inventory with intensive surveys.

HR-1.4 The City shall review and strengthen its present legal framework and administrative procedures governing projects affecting historical resources.

HR-1.5 The City shall adopt land use regulations that recognize, maintain, and promote historic patterns of housing densities and urban form.

HR-1.6 The City shall use the *State Historical Building Code* to preserve historic resources consistent with protection of life safety.

HR-1.7 The City shall preserve historic resources by nominating historic buildings and districts to the National Register of Historic Places and California Register of Historic Places.

HR-1.8 The City shall document, review, and designate local landmarks and conservation districts identified in the citywide survey (see Figure 6-1).

HR-1.9 The City shall solicit property owners' support and adopt the Napa Abajo / Fuller Park National Register District as a local historic district, and other, future districts as they are identified through the ongoing survey process.

HR-1.10 The City shall advocate specific projects, legislation and economic strategies which will realize preservation goals and policies.

HR-1.11 The City shall work with construction trade groups to support apprenticeship programs that teach restoration techniques such as lead paint remediation, historic woodworking and finishing.

HR-1.12 The City shall pursue funding and grant monies which could be used to further the goals and implement the historic preservation policies of this General Plan.

HR-1.13 The City shall develop incentives to encourage owners to retrofit unreinforced masonry buildings.

HR-1.14 The City shall create a list of volunteers willing to research historic resources.

HR-1.15 The City shall identify and reinforce historic linkages between the natural and built environment.

HR-1.16 The City shall work with other agencies to ensure that any future flood control project does not sever the historic relationship between the river and the adjacent historic neighborhoods and commercial areas.

HR-1.17 When planning for transportation routes, the City shall seek routes and improvements that recognize and protect historic neighborhoods.

HR-1.18 The City shall identify its historic gateways and support the preservation of their historic bridges, stone walls, street trees and viewsheds.

HR-1.19 The City shall identify historic landscape features and landmark trees as a first step toward their preservation.

HR-1.20 The City shall encourage landscape plans that enhance historic areas.

IMPLEMENTATION PROGRAMS

HR-1.A The City shall publicize and periodically update the survey results of the adopted 1994-95 Citywide Historic Resources Survey list of significant buildings.

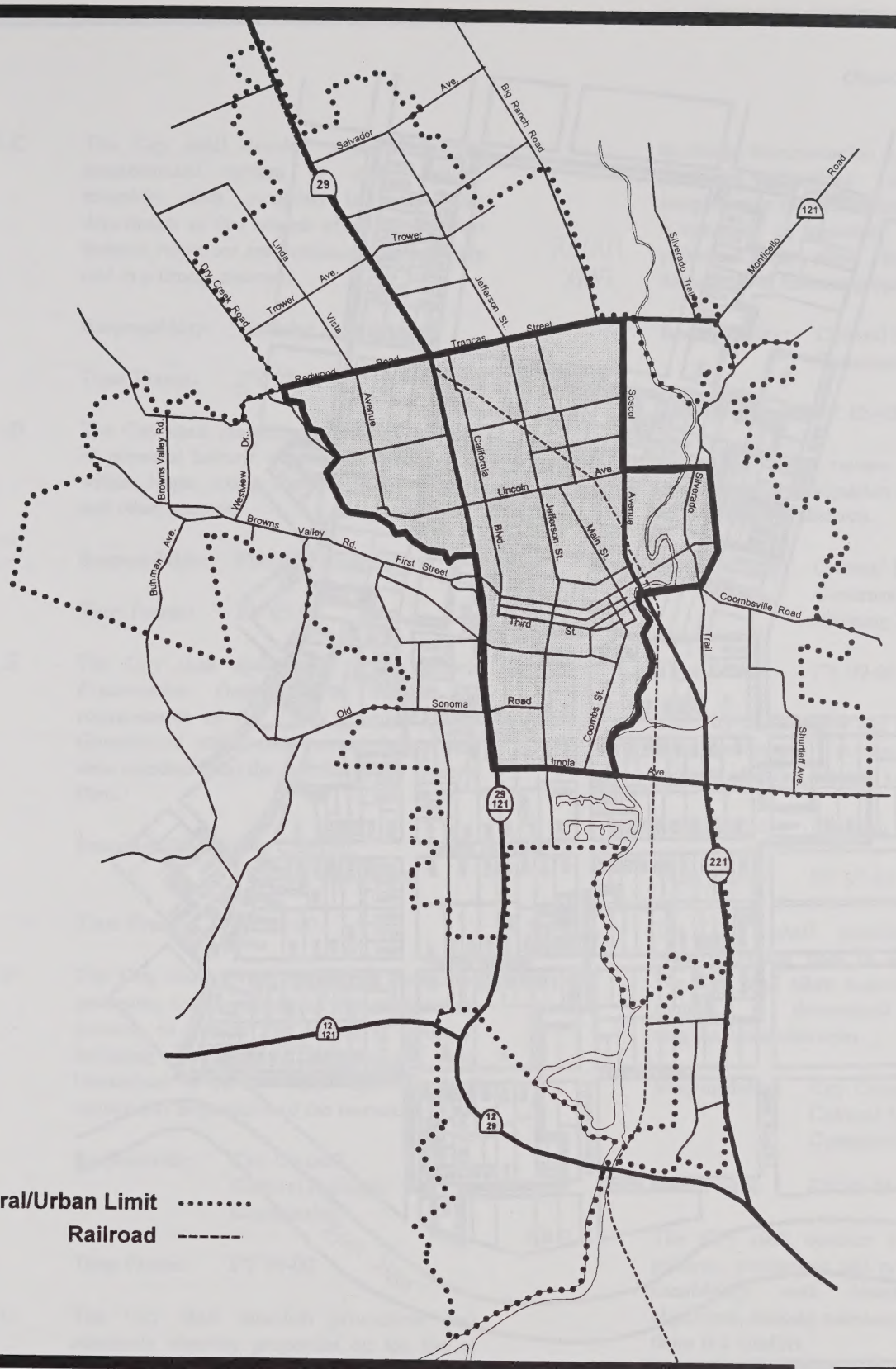
Responsibility: City Council; Cultural Heritage Commission

Time Frame: Ongoing

HR-1.B The City shall continue to update and amend the City's historic resources inventory with intensive level surveys, using California Department of Parks and Recreation Office of Historic Preservation forms wherever possible.

Responsibility: Cultural Heritage Commission; Planning Department

Time Frame: FY 03-05



Rural/Urban Limit ·····

Railroad ------

City of Napa General Plan | Histres.DS4 | 12/98

Figure 6-1

Citywide Survey: Historic Resources

North

Citywide Survey Area

725' 1/2 Mile 1 Mile 3 Miles

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Source: City of Napa Planning Department

While every effort has been made to insure the accuracy of the information shown on this page, the City of Napa assumes no responsibility for liability from any errors or omissions.

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Figure 6-2

Napa Abajo/Fuller Park National Register District

North

Boundary

Not to Scale

Source: City of Napa Planning Department

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HR-1.C The City shall develop a parcel-specific, computerized system to make historic inventory data available to each City department so that actions which might affect historic resources are evaluated appropriately and in a timely manner.

Responsibility: Planning Department

Time Frame: FY 03-05

HR-1.D The City shall research and record locations of potential historic and archaeological sites within Napa, using historic Sanborn maps and other sources.

Responsibility: Planning Department

Time Frame: FY 05-07

HR-1.E The City shall update the City's *Historic Preservation Ordinance* to reflect the requirements of the City's Certified Local Government status and current federal and state mandates and the policies of the General Plan.

Responsibility: City Council; Planning Department

Time Frame: FY 99-00

HR-1.F The City shall revise the current ordinance governing the Certificate of Appropriateness process to define the approval process, including its time of occurrence, and hierarchies of review based upon level of impact and importance of the resource.

Responsibility: City Council; Cultural Heritage Commission

Time Frame: FY 99-00

HR-1.G The City shall establish procedures and standards whereby properties on the list of architectural and historical resources are provided with alternatives to demolition. Alternatives could include moving the building, public or private purchase, or finding a new use. Should demolition occur, thorough documentation by photographs and measured drawings and salvage of irreplaceable materials should be required as a condition of approval. Expedite permit processes that allow for alternatives to demolition of historic properties.

Responsibility: Cultural Heritage Commission

Time Frame: FY 03-05

HR-1.H The City shall review and update its procedures for designation and administration of local historic districts.

Responsibility: Cultural Heritage Commission; Planning Department

Time Frame: FY 99-00

HR-1.I The City shall review and update the present interdepartmental review processes for projects affecting historic resources.

Responsibility: Planning Department

Time Frame: FY 99-03

HR-1.J The City shall establish policies for non-conforming uses in historic districts. The City shall allow non-conforming uses to remain, if determined desirable for neighborhood character.

Responsibility: City Council; Cultural Heritage Commission

Time Frame: FY 99-03

HR-1.K The City shall conduct a review of City policies, ordinances and programs to ensure consistency with historic preservation objectives, making necessary revisions where there is a conflict.

Responsibility: Cultural Heritage Commission; Planning Department

Time Frame: FY 05-07

HR-1.L The City shall maintain a photographic record of successful restoration projects to inform future project proponents as to architectural styles, historic construction methods, probable materials and appropriate reconstruction techniques.

Responsibility: Planning Department

Time Frame: Ongoing

HR-1.M The City shall adopt design guidelines and standards to guide rehabilitation, infill and new development in historic areas.

Responsibility: Planning Department; Cultural Heritage Commission

Time Frame: Ongoing, as districts are nominated

HR-1.N The City shall develop a program to seek out endangered buildings and take steps to encourage their preservation and rehabilitation, including exploring financial incentives.

Responsibility: Planning Department; Finance Department

Time Frame: FY 05-07

HR-1.O The City shall prepare information for the general public to explain the City's commitment to historic preservation, the approval process, regulations, financing strategies such as income tax credits or rehabilitation loans and the benefits of application of the *State Historical Building Code*.

Responsibility: Planning Department

Time Frame: FY 03-05

HR-1.P The City shall prepare and periodically update its list of landmark trees and landscape features.

Responsibility: Planning Department

Time Frame: Ongoing

ECONOMIC INCENTIVES FOR HISTORIC PRESERVATION

Economic issues are often a critical factor in whether a historic structure can be preserved. Policies in this section promote economic assistance for historic preservation. This can be accomplished through incentives, assistance, and grants, and also on a larger scale by promoting Napa's historic resources as unique attractions for shoppers and tourists.

GOAL HR-2 **To encourage owners of historic resources to preserve or upgrade historic properties by improving their economic viability.**

POLICIES

HR-2.1 The City shall investigate incentives for single family residential restoration such as tax relief for designated landmarks or districts, and inform historic homeowners of available incentives.

HR-2.2 The City shall investigate and publicize the use of various federal, state, local and private funding sources and economic mechanisms available to support historic resource preservation.

HR-2.3 The City shall support the creation of a revolving loan fund for historic rehabilitation to be financed through public and private contributions with efforts to encourage banks to provide loans for rehabilitating historic properties financed with public and private contributions, for the acquisition or rehabilitation of historic properties.

HR-2.4 The City shall encourage the formation of nonprofit corporations organized for the purpose of purchasing and rehabilitating at-risk historic properties. The City shall support the efforts of Napa County Landmarks, Inc., in this effort.

HR-2.5 The City shall encourage the continuation and appropriate expansion of federal and

state programs that provide tax and other incentives for the rehabilitation of historically- or architecturally-significant structures.

HR-2.6 The City shall work with the County Assessor to create a property tax relief program for qualified historic structures (Mills Act).

IMPLEMENTATION PROGRAMS

HR-2.A The City shall establish criteria to evaluate alternatives in cases where owners of designated historic properties assert economic hardship, as well as establishing guidelines to assist the City in such determinations.

Responsibility: Planning Department
Finance Department

Time Frame: FY 05-07

HISTORIC EDUCATION AND AWARENESS

Awareness and appreciation of Napa's history and historic resources will foster a greater enjoyment of the city and greater support for historic preservation efforts. Policies in this section seek to develop community education programs to promote historic preservation.

GOAL HR-3 **To promote community awareness and appreciation of Napa's history and architecture.**

POLICIES

HR-3.1 The City shall educate the community and historic property owners of the importance and benefits of, and opportunities for participating in, the preservation of resources.

HR-3.2 The City shall support establishment of a Restoration Center by Napa County Landmarks, Inc., which would serve as a repository for information on historic building methods, construction techniques and materials and which could provide technical advice and services for restoration.

HR-3.3 The City shall support the preparation by Napa County Landmarks, Inc., or other private organizations and the Napa County Historical Society of a list of sources for historic research materials such as Sanborn Maps, old city maps, historic subdivision maps, and old photographs that would assist project proponents in identifying the historic conditions and context for their project.

HR-3.4 The City shall support the efforts of private, nonprofit organizations to educate school children as to the value of local history and architecture, using historic inventory information.

IMPLEMENTATION PROGRAMS

HR-3.A Together with local preservation organizations, the City shall develop innovative community education programs such as local walking and bicycle tours; pamphlets and brochures about local architects, builders and styles; an oral historic program; a slide library of construction methods, successful rehabilitation efforts and videotapes on architectural/historical subjects for use in schools and homes.

Responsibility: Cultural Heritage Commission

Time Frame: Ongoing

HISTORIC DOWNTOWN

The City of Napa grew up around the river. The remnants of the once bustling riverfront can be seen in the pilings that line the shore where sea going merchant ships awaited their cargos of grains, fruits, wines or hides. The crumbing walls of the Hatt Building hint of the prosperous river commerce and industry. Nearby, the remaining

historic buildings and the County Court House serve as a reminder that the founders of Napa envisioned a city that would serve as a government center and unifying force for the Valley. Downtown was the heart of the city, the place that distinguished Napa from all other cities.

Today, the historic downtown has lost much of its energy to other shopping centers dependant on cars rather than river commerce. Past efforts to revitalize the downtown have focused on accommodating the automobile, but have had mixed results. The original historic urban form has been fractured by modifications to the street grid and historic buildings have been torn down for plazas and parking lots, with little cohesion between the old and the new. Still, much of the downtown's current appeal comes from its historic buildings.

Revitalization of the historic downtown hinges upon preserving the remaining historic buildings. Development must be diverse, yet concentrated so that a sense of urbanity and excitement can be achieved during the day and into the evening. A variety of things for people to do and see in the downtown will attract them more frequently and keep them there longer. Pedestrian scale streetscapes should include shops with display windows and signage designed to intrigue walk-in customers who will also serve to populate and animate our streets. Upper floors can be adapted to offices, live-work spaces, or housing. Renovation of older buildings, combined with compatible new development, can strengthen tourism and other existing businesses.

A commitment to heritage tourism benefits historic and cultural resources. Heritage tourism can provide new uses for significant historic buildings. Supporters of preservation can benefit as well, with good educational and interpretive programs bringing in admission fees in order to preserve the resource. Tourism generates economic benefit for Napa. In California, it is one of the highest revenue generators for the state economy, with historic sites as the most popular tourist attraction.

GOAL HR-4 **To achieve a vital downtown that reflects its historic urban form and setting, offering a mix of old and new buildings.**

POLICIES

HR-4.1 The City shall promote the preservation of the historic urban form of the downtown. Historic heights, street faces and building massing shall be supported by new development.

HR-4.2 The City shall evaluate historic unreinforced masonry (URM) buildings and wood framed structures in accordance with the provisions of the *State Historical Building Code* and provide for mitigation of URM hazards.

HR-4.3 The City shall take advantage of the historic setting of downtown, and encourage lively, interactive uses throughout the day and into the evening.

HR-4.4 The City shall support the downtown Facade Improvement Program to improve building fronts based upon historic commercial building design guidelines. Restoration could include the removal of facades which have been applied in the past to "update" structures.

HR-4.5 The City shall maintain and restore City-owned properties identified as landmarks, within an historic district, or listed on the National Register of Historic Places.

HR-4.6 The City shall work with the local tourism industry to support and foster historic resources as a destination, demonstrating that cooperation with the preservation community will improve the quality of the visitors' experience.

IMPLEMENTATION PROGRAMS

HR-4.A The City shall prepare design guidelines for the downtown to guide future development and restoration efforts.

Responsibility: Planning Department; City Council

Time Frame: FY 05-07

HR-4.B The City shall develop and adopt an unreinforced masonry building (URM) hazard mitigation program.

Responsibility: Redevelopment and Economic Development Coordinator; Public Works Department

Time Frame: FY 03-05

HR-4.C The City shall identify historic signs, including painted wall signs, signs as architectural features, and historic neon signs, and provide incentives for their protection.

Responsibility: Planning Department

Time Frame: FY 05-07

HISTORIC NEIGHBORHOODS

The City's historic neighborhoods are a key to downtown revitalization. People are drawn to where other people are. The neighborhoods adjacent to the downtown were once the most prestigious, where prosperous merchants built their homes. Unfortunately, the oldest and most venerable historic neighborhoods have been long neglected. Many of the smaller homes on larger lots have been replaced by multifamily housing that bears no relationship to the neighborhood or the street; some historic survivors were divided into apartments and have been badly neglected. In order to take advantage of the financial benefits of heritage tourism, and to create healthy, historic neighborhoods, there must be incentives to encourage housing rehabilitation and to bring back safe, diverse neighborhoods.

GOAL HR-5 **To maintain historic neighborhoods that provide a diverse mix of housing types and services to meet the needs of families and build a sense of community.**

POLICIES

HR-5.1 The City shall preserve the character, livability, and civic pride of Napa's historic neighborhoods through neighborhood conservation efforts.

HR-5.2 The City shall prepare programs to guide future investment and development for designated or eligible historic districts.

HR-5.3 The City shall target code enforcement to at-risk neighborhoods, or parts thereof. The City should also target Community Development Block Grant (CDBG) housing rehabilitation loan funds to these areas.

HR-5.4 The City shall encourage heritage tourism by encouraging bed and breakfast inns, walking tours, home tours, and similar uses in historic neighborhoods.

HR-5.5 The City shall explore methods to discourage through-traffic on streets in historic neighborhoods in order to maintain their livability and walkability. *(Also see Policy T-4.1 in Chapter 3, Transportation).*

IMPLEMENTATION PROGRAMS

HR-5.A The City shall continue its studies of historic neighborhoods and define those areas that merit special recognition and protection.

Responsibility: Cultural Heritage Commission
Planning Department

Time Frame: FY 03-05

HR-5.B The City shall develop a paving standard, using historic grid patterns, for fixing and maintaining safe and walkable sidewalks in historic neighborhoods.

Responsibility: Public Works Department

Time Frame: FY 99-03

HR-5.C The City shall implement the design guidelines and neighborhood strategies for development that resulted from the Napa Abajo / Fuller Park National Register District workshops.

Responsibility: Planning Department
Cultural Heritage Commission
City Council

Time Frame: FY 99-03

See Implementation Programs T-4.A and T-4.B for measures related to Policy HR-5.5

ARCHAEOLOGICAL RESOURCES

The record is sparse regarding the people who lived in the Napa area for thousands of years before the Spanish and Euro-American settlers arrived. Within a generation or two after contact, the Wappo people and their traditions had been all but been erased. Few remnants remain other than the oral traditions of a few survivors and the unexcavated sites. Many of their possessions have been removed to museums and private bookshelves. The archaeological record could answer many of the riddles about settlement and subsistence patterns, hierarchies, trade routes, spiritual traditions and relationships with other language groups. It is important to increase awareness of the value of the prehistoric record, and to protect and preserve what is left.

GOAL HR-6

To preserve important archaeological resources.

POLICIES

HR-6.1 The City shall enforce current federal and state and procedures for identifying, preserving and protecting prehistoric sites.

HR-6.2 The City shall require investigation during the planning process for all proposed developments in archaeologically sensitive areas in order to determine whether prehistoric resources may be affected by the project and, if so, require that appropriate mitigation measures be incorporated into the project design.

HR-6.3 Recognizing that Native American burials or archaeological artifacts may be encountered at unexpected locations, the City shall continue to enforce state mandates with its current mitigation requirement, applied to all development permits and tentative subdivision maps, that upon discovery of remains during construction, all activity will cease until qualified professional archaeological examination and reburial in an appropriate manner is accomplished.

HR-6.4 The City shall investigate ISTEA funding sources to identify and protect portions of the Silverado Trail and other Native American trails that developed over time into the roadways we now use.

Chapter 7

Natural Resources

CHAPTER 7 NATURAL RESOURCES

INTRODUCTION

Napa's natural resources--water, vegetation, wildlife, open space, and air--contribute to the City's economy and are important elements in the quality of life and overall economic, social and environmental well-being of the community. These natural resources exist in limited quantity and are at risk of destruction or degradation through continued urban development.

This chapter is a guide for the city's relationship to its natural resources and open space lands.

Over time, increasing urbanization leads to a decrease in the number and diversity of natural plant and animal species. In the Napa Valley, maintaining a natural biological diversity is particularly important for the Napa River's watershed, which is sensitive because it is centered at the transition of major north-south and east-west biological regions. For example, the Napa Valley represents the easternmost habitat for Coast Redwood, the intermixing zone for Coast and Interior Live Oak, and the most northern extension of San Francisco Bay wetland habitats. Because natural plant and wildlife habitats are essentially nonrenewable and irreplaceable resources, their loss to development should be carefully considered. Once urbanized, it is uncommon to find natural habitats rehabilitated to their former status.

Major Natural Resource Objectives

- *Maintenance of high quality plant and wildlife habitats surrounding the city*
- *Protection of important plant and wildlife habitats incorporated into developed areas within the RUL*
- *High quality air and water resources*
- *Support of Open Space areas in and around the City in coordination with the protection and enhancement of natural resources, plant and wildlife habitats.*

This chapter contains goals, policies, and implementation programs that establish the framework for the protection of valuable natural resources in the Napa area. The goals and policies are organized topically according to the following categories:

- Plant, Wildlife, and Fish Habitat
- Rare and Endangered Species
- Public Awareness for Natural Resource Protection
- Water Quality
- Air Quality

This chapter is also a guide for the city's relationship to its natural resources and open space lands. *(Also see Appendix F, Open Space Action Program)*

PLANT, WILDLIFE, AND FISH HABITAT

Working in tandem with Napa County's General Plan goals and policies, the RUL separates the unincorporated lands from the city lands inside the RUL which are designated for development. The agricultural and open space lands around the City adjacent to the RUL (including the City's Alston Park) function as a greenbelt that provides habitat and open space that is integral to, and an extension of, the City's own.

Habitat Types

There are four primary habitat types in Napa that are known to be used by sensitive plant, animal, and fish species: Riparian; Aquatic; Wetlands; and Woodland, Grassland, and Chaparral.

Riparian Habitat: Riparian habitat consists of trees, shrubs, herbaceous plants and grasses that grow along watercourses that are both year-round and seasonal. Many species depend upon the riparian vegetation along the Napa River and its tributaries for water, food, cover and nesting sites. The vegetation cover shades the waterways and keeps the water temperature within the range necessary for fish breeding and feeding patterns. At one time, a dense canopy of riparian habitat lined the banks of the Napa River, but today most of the remaining vegetation exists only below the tops of the river banks. Expanses of rip-rap protecting the banks in the lower third of the river within the city do not support any substantial vegetation, and in other areas non-native trees have replaced native vegetation.

Aquatic Habitat: Aquatic habitat is found in the waters of the Napa River and its tributaries and in wetland areas. Aquatic areas provide habitat for plants and animals that live in or on water, and also support wildlife that depend on the aquatic environment for feeding, breeding, and protection. The Napa River and its tributaries provide an important habitat for sport fish, including striped bass, sturgeon, catfish, and carp. The Napa River and tributaries also provide important migration corridors and spawning habitat for anadromous fish, primarily steelhead.

Wetland Habitat: In general, a wetland is land that is permanently or periodically saturated by water from tidal action, a rise in river flow, rain, or human action. Marshes, bogs, vernal pools, swamps, baylands and riparian areas are examples of these wetland habitats. Figure 7-1 shows the general locations of wetlands in the RUL. Wetlands are of three general types: freshwater emergent wetlands (ponds, creeks, and upper portions of the Napa River); saltwater emergent wetland (found along the edges of sections of the Napa River that are under tidal influence); and seasonal wetlands (seasonal marshes, some creeks, and vernal pools).

Just downstream of Napa, the Napa River broadens and meets the meandering sloughs of the Napa Marsh, a vast (47,000 acres) complex of existing and historic salt marshes. Portions of the Stanly Ranch, the Airport Industrial Area, and other lands south of the City historically were part of this extensive salt marsh, but past filling and flood control projects have greatly reduced its extent.

Because much wetland has already been lost, the enhancement, restoration, rehabilitation, and where practical, expansion of remaining wetland areas is important. Wetland preservation and maintenance can be designed as part of new development projects and public works projects (e.g., flood control).

Woodland, Grassland, and Chaparral Habitat: Grasslands, composed of various annual grasses and herbs, cover much of Napa's remaining undeveloped, valley bottomlands, foothills and south-facing slopes. These areas serve as recharge areas to streams and marshes and provide habitat for much wildlife. Grassland vegetation also protects against hillside erosion.

Chaparral is an evergreen vegetation with typically small leathery leaves; typical species include manzanita, poison oak, and scrub oak. Many animals depend on the chaparral brush and understory shrubs for food and shelter from predators. Chaparral is also important for preserving soil structure, retaining water, and controlling erosion. The vegetation is particularly susceptible to fire and some species depend on fire for regeneration.

Blue oak and coast oak are the dominant trees on the west-facing eastern foothills and valley oak is found on the valley floor.

Habitat Protection and Enhancement

Habitat protection and enhancement issues relate to stream and riverbank protection, streambank erosion, urban pollutants, and public access to sensitive habitats.

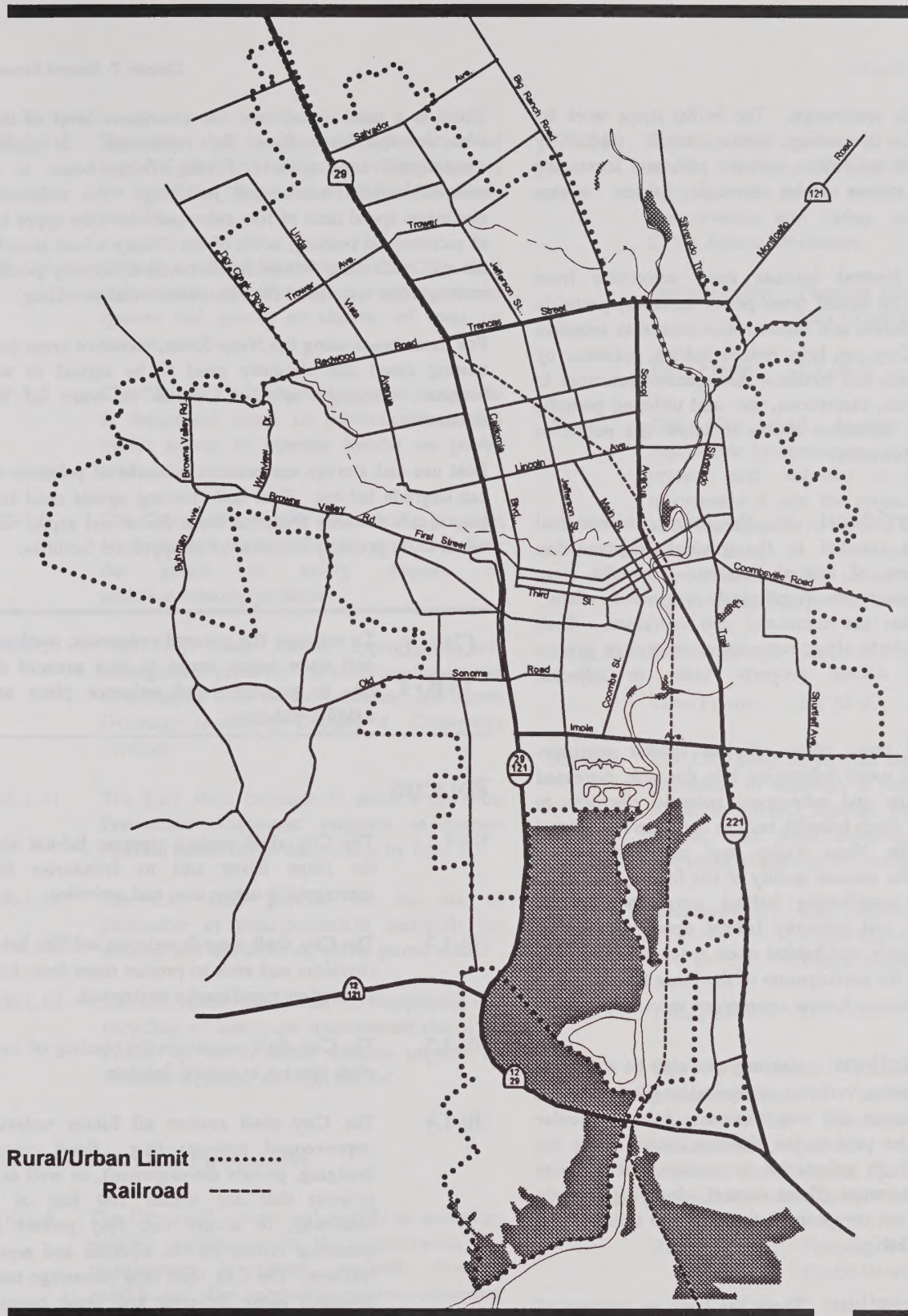
Stream and Riverbank Protection: Riparian habitat can be protected by providing tree, shrub and ground cover buffers which: 1) stabilize stream banks; 2) reduce sedimentation and the introduction of pollutants into the stream by filtering runoff; 3) decrease ambient summer water temperatures; 4) decreases storm runoff peaks by increasing rainfall infiltration into the soil; and 5) increase between-storm stream flows through greater stream recharge.

Providing and maintaining shade tree cover helps to decrease the growth of plants such as willows and tules that can: 1) obstruct water flow in wet months; 2) decrease water temperature; 3) decrease evaporative losses of water; and 4) decrease algal bloom and subsequent eutrophication in dry months.

Access: Unrestricted public access to riparian habitat on public lands can be harmful to the habitat. Riparian habitat in golf courses, parks and other public and private recreation areas should be shielded from indiscriminate access by providing access points, with appropriate signage, in designated areas (analogous to coastal zone access points).

Streambank Erosion: According to a streambank erosion inventory prepared by the Napa County Resource Conservation District in 1985, some of these tributaries are contributing to the existing heavy sediment load in the Napa River, which in turn carries the load to San Pablo Bay. This has adversely affected wetlands, water quality, and navigation. Future urban development, without sufficient guidance, has the potential for causing even more erosion and sedimentation of stream habitats.

Providing vegetated buffer strips alongside the Napa River and its tributaries can significantly help to stabilize stream banks and to reduce sedimentation and the introduction of



City of Napa General Plan | Wetlands.DS4 | 12/98

Figure 7-1

Generalized Wetlands

North

Wetlands

725' 1/2 Mile 1 Mile 3 Miles

0

Source: City of Napa Planning Department

While every effort has been made to insure the accuracy of the information shown on this page, the City of Napa assumes no responsibility for liability from any errors or omissions.

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pollutants into the waterways. The buffer strips work by filtering runoff, decreasing storm runoff peaks by increasing rainfall infiltration into the soil, and increasing between-storm stream flows through greater stream recharge.

Pollution: Natural habitats need protection from pollution caused by runoff from paved surfaces, pesticide and fertilizer pollution and uncontrolled access to sensitive habitats. The City can help reduce habitat pollution by using low pesticide and fertilizer management practices in parks, golf courses, cemeteries, etc. and utilizing periodic hazardous waste collection events to allow the public to dispose of toxic products.

Habitat Corridors: In the past, incremental development has resulted in the gradual fragmentation and/or degradation of natural habitats. Benefits from habitat enhancement are significantly increased when contiguous habitats are connected into corridors. Such corridors, particularly along waterways, encourage greater diversity while adding property value to adjacent properties.

The benefits of these more efficient habitat corridors include increased water infiltration into the soil; increased biological diversity and subsequent potential decrease in biological pests. Such benefits help to maintain the natural uniqueness of the Napa Valley and contribute to an improvement in the general quality of life for its residents. Two ways of establishing habitat corridors are: 1) developing intra- and inter-city habitat open space green belts on public lands and habitat open space easements on private land with the participation of the Napa County Land Trust; and 2) obtaining habitat open space easements.

Species Limitations: Habitats can also be enhanced by encouraging native varieties or equivalent plants adapted to dry, hot summers and wet winters. Also, particular attention should be paid to the riparian habitat along the Napa River and its tributaries to ensure that projects affecting the waterways (flood control, dredging, private development) do not compromise the ability to enhance and maintain healthy habitat.

Aquatic Recreation: There has been an increase of water-oriented recreational use (boating, water- and jet-skiing) on the lower Napa River (shallow draft limits such uses to about as far north as the Third Street bridge). As a result, there has been an increase in riparian and fish habitat exposure to environmental hazards such as accelerated bank erosion from strong wakes and fuel and waste pollution.

There is a need to increase the awareness level of those who use the Napa River for recreation. In general, recreational boating and fishing from boats is not compatible with water- and jet-skiing. An enforceable maximum speed limit of five miles per hour (the upper limit of recreational boating) north of the County's boat launch at the end of Cuttings Wharf Road would effectively preclude incompatible watercraft uses like water- and jet-skiing.

For those boats using the Napa River, sensitive areas (e.g., nesting sites) and shallows need to be signed to warn boaters. Signage is also needed to warn of tidal fluctuations.

Boat use and storage are potential sources of pollution that can degrade habitat. Fuel and cleaning agents need to be kept a safe distance from the Napa River and septic waste needs to be properly disposed of in approved facilities.

GOAL NR-1 **To manage the natural resources, wetlands and open space areas in and around the city to preserve and enhance plant and wildlife habitats.**

POLICIES

NR-1.1 The City shall protect riparian habitat along the Napa River and its tributaries from incompatible urban uses and activities.

NR-1.2 The City shall identify existing wildlife habitat corridors and seek to protect them from being severed or significantly obstructed.

NR-1.3 The City shall encourage the planting of native plant species in natural habitats.

NR-1.4 The City shall review all future waterway improvement projects (e.g., flood control, dredging, private development), as well as all projects that are within 100 feet of the waterway, to ensure that they protect and minimize effects on the riparian and aquatic habitats. The City shall also encourage native plantings along the river and creek banks to stabilize the banks, reduce sedimentation, reduce stormwater runoff volumes, and enhance aquatic habitats.

NR-1.5 The City shall pursue federal and state funding to restore and enhance wetland, riparian, and fish habitats.

NR-1.6 The City shall require as a condition of approval that development provide protection for significant on-site natural habitat whenever possible.

NR-1.7 During development review, the City shall endeavor to identify and protect significant species and groves or clusters of trees on project sites.

NR-1.8 The City shall provide controlled access points in designated areas to prevent unrestricted public access to riparian habitat on public lands.

NR-1.9 The City shall continue the existing program for hazardous waste collection events to allow the public to safely dispose of pollution-causing products.

NR-1.10 The City shall pursue appropriate new management practices for reducing the impact of pollution from urban activities. *See Storm Drainage section of Chapter 4, Community Services.*

NR-1.11 The City shall continue to enforce the Fire Prevention Abatement program to protect riparian habitat from destruction by fire.

NR-1.12 The City shall provide for the use of permeable or semi-permeable materials for parking lots and other off-street paved areas.

NR-1.13 The City shall require that the composting and recycling of landscape maintenance debris be located so as to avoid adverse impacts on wetland, riparian, and fish habitat.

IMPLEMENTATION PROGRAMS

NR-1.A The City shall review and modify as necessary existing regulations for the conservation and management of marsh, wetland, riparian, wildlife and plant habitats to ensure consistency with the General Plan.

Responsibility: Planning Department; City Council

Time Frame: FY 05-07

NR-1.B The City shall continue to rezone properties in marsh, wetland, oak woodland and riparian habitats to be subject to the provisions of the Conservation and Safety Regulations of the City's *Zoning Ordinance*.

Responsibility: Planning Department; City Council

Time Frame: FY 05-07

NR-1.C The City shall develop guidelines and regulations to encourage new development to protect and enhance on-site habitat and incorporate it into the project. The City will allow the creation of off-site habitat on public or private land as an alternative if it is demonstrated to be infeasible to incorporate significant habitat protection into plans.

Responsibility: Planning Department

Time Frame: FY 05-07

NR-1.D The City shall investigate the possibility of an ordinance to establish a maximum watercraft speed to protect against bank erosion from wakes, and shall develop informational / instructional signage for watercraft users.

Responsibility: City Council; City Attorney; Police Department

Time Frame: FY 99-03

NR-1.E The City shall continue to require implementation of sensitive construction practices that minimize erosion and sedimentation, protect native and other important trees, restrict riparian encroachment, and maintain unobstructed drainageways.

Responsibility: Planning Department; Public Works Department

Time Frame: Ongoing

RARE, ENDANGERED, AND THREATENED SPECIES

Federal and state Endangered Species Acts prohibit harming endangered and threatened plant, fish, and wildlife species. "Endangered" means in danger of extinction throughout all or a significant portion of the specie's range; the usual cause is loss of habitat. "Threatened" means likely to become endangered within the foreseeable future without special protection or management efforts. In California, the definition of these terms is limited to species or subspecies that are native to the state. Also, the term "rare" is applied in special cases when a species exists in such small numbers throughout its range that it may become endangered if its existing habitat is degraded.

The California Department of Fish and Game (DFG) and the U.S. Fish and Wildlife Service (USFWS) recognize another category called "sensitive" plant and animal species. These species are: 1) listed, or are candidates for listing, as threatened, endangered or rare; 2) depleted or declining in population; or 3) limited in distribution or of unique characteristics. The California Native Plant Society (CNPS) also has a rating classification for rare and endangered plants.

About 19 sensitive plant and wildlife species are known to occur in the Napa area and are described in the *Background Report.*

In addition to complying with state and federal species protection laws, City support is necessary for the preservation of unique and fragile biological environments such as vernal pools, wetlands, and record trees (height and/or width). Because some of these species and environments are located in the unincorporated area outside the RUL, city-county cooperation is needed for effective preservation.

GOAL NR-2 **To recognize and support the preservation of rare, endangered and threatened species and of other unique and fragile biological environments.**

POLICIES

NR-2.1 The City shall maintain information about the location of endangered, threatened, and rare species

NR-2.2 The City shall encourage the County to preserve unique and fragile biological environments on unincorporated lands outside the Rural Urban Limit.

NR-2.3 The City shall continue to refer development proposals in sensitive areas to state and federal wildlife agencies for review and comment.

NR-2.4 When acting as a project proponent or when reviewing proposals for private projects requiring discretionary review by the City, the City shall ensure that its environmental review documents identify any feasible means of avoiding any net loss of habitat or of habitat value for endangered, threatened, and rare species. Where necessary or desirable, such avoidance can be achieved through off-site mitigation measures. As part of the environmental review, the City shall determine whether the Department of Fish and Game, in implementing the California Endangered Species Act, and/or the United States Fish and Wildlife Service, in implementing the Federal Endangered Species Act, will likely require mitigation sufficient to avoid any net loss of habitat or of habitat value for such species. Where these agencies are likely to require such a level of mitigation, the City may formulate its own mitigation measures so as to minimize the extent to which those measures duplicate the efforts of these agencies.

IMPLEMENTATION PROGRAMS

NR-2.A The City shall update its CEQA Initial Study Form to include specific questions that trigger review of the potential for impact on endangered species for sensitive habitat known to exist in the City of Napa.

Responsibility: Planning Department

Time Frame: 98 – Ongoing

NR-2.B The City shall prepare and maintain a set of resource maps identifying known locations of rare and endangered species and sensitive habitats for staff use as a reference during the Initial Study review of individual projects.

Responsibility: Planning Department

Time Frame: 99 – Ongoing

PUBLIC AWARENESS FOR NATURAL RESOURCE PROTECTION

Public understanding and support are essential to the City's ability to successfully manage its natural habitats. A community that has a good understanding of, and interest in, its natural habitat conditions is better equipped and more likely to manage them in a thoughtful, sustainable manner.

Encouraging and supporting the involvement of governmental agencies, local organizations and neighborhoods is integral to obtaining public support for preserving and maintaining our natural habitats. For example, the Napa County Resource Conservation District (NCRCD) has developed a watershed curriculum and land steward workshops as part of its Teaching Resource Exchange. The watershed is used as a "living laboratory" to provide hands-on participation in watershed enhancement projects and long-term field studies. As part of this program, students from kindergarten through high school (and even adult education) receive credits for participation in projects like tree planting and stream habitat restoration.

The City has participated in some of these projects. For example, students in kindergarten and third grade worked with the Community Resources Department in an oak planting program for Alston Park. The NCRCD would like to involve more teenagers in these programs, particularly as mentors to the younger students. This would dovetail with the City's interest in providing more activities for teenagers.

Other ways that the City could generate and maintain community understanding and involvement are by providing the support (staff, facilities, funds) for educational and informational publications and displays. For example, the City provides a brochure on the Carolyn Parr Nature Museum and has installed wetland information exhibits in Kennedy Park. Also, City support and/or participation could include educational programs for homeowners in the proper use of fertilizers and pesticides in order to reduce the degradation of natural habitats, and using news releases, staff public speaking, etc. to inform the public about habitat preservation and enhancement issues.

The John F. Kennedy Park marsh enhancement is an outstanding example of a wetland habitat restoration that fulfills a regional need for interpretive public access to wetlands. This City-developed project includes a 13-acre seasonal wetland located behind the levees adjacent to the Napa River and a 4-acre duck pond and riparian area. Interpretive signs have been installed to explain about wetlands and their wildlife inhabitants.

The Connolly Ranch, acquired by the Napa County Land Trust in 1991, is located next to Westwood Hills Park at the intersection of Thompson Avenue and Browns Valley Road. The 12-acre site has been restored as an agricultural and environmental education center for the public. Also, the Land Trust has developed an agricultural and environmental appreciation program for elementary grade students in the Napa Valley Unified School District.

The Carolyn Parr Nature Center in Westwood Hills Park is sponsored by the Napa Valley Naturalists. The Center has a small museum with displays, exhibits and dioramas explaining about local plant and animals. Docents give lectures and nature lessons, especially for elementary school-age children.

GOAL NR-3 **To educate and involve the public in the stewardship of the area's natural resources.**

POLICIES

NR-3.1 The City shall continue its education programs for the public as part of the management program for its natural resources and encourage the use of the Napa County Resource and Conservation District "Owners Manual".

NR-3.2 The City shall continue to participate in community habitat enhancement work programs in cooperation with the Napa County Resource Conservation District as funds and staffing permits.

NR-3.3 The City shall support stenciling storm drains to identify the location of direct inflow to waterways from storm drains.

See also Chapter 5, Parks and Recreation, for a discussion of enhancing the natural environment in parks and along the Napa River Trail.

WATER QUALITY

The availability, quantity, and quality of water are vital to natural processes and human activities within any urban or rural area. Water is essential to the development of housing, commerce, industry, and agriculture, to recreation, and to the maintenance of high quality fish and wildlife habitats.

The Napa River, its tributaries, and the underlying groundwater aquifer are the major water resources in the Napa area. The city relies on surface water for its municipal water supply. The reservoirs and City water system are discussed in Chapter 4, Community Services.

Surface Water

The RWQCB has identified eleven beneficial uses of the Napa River that need to be protected: municipal, domestic and agricultural supply; fresh water replenishment; navigation; contact and non-contact water recreation; warm and cold freshwater habitat; wildlife habitat; preservation of rare and endangered species; and fish migration and spawning.

A RWQCB "water quality objective" is the minimum quality that must be met to support a designated beneficial use. Within the RUL, water quality objectives are mostly satisfied for the Napa River. The remaining problems are high winter coliform bacteria levels, excess nutrients and habitat loss which result from urban activities and agricultural practices.

Coliform Bacteria Pollution: During the winter rainy season, fecal and total coliform bacteria levels often exceed water contact recreation objectives for the Napa River. In 1987, the RWQCB recommended that recreation use of the river should be curtailed during the winter because of these conditions.

Because high fecal coliform counts coincide with rainfall events, it appears that the sources are failed septic tanks, runoff from cattle and horse pastures, and municipal storm drainage which contains pet wastes. However, much grazing land in the River's watershed has been converted to vineyard and urban uses, and as this trend continues agricultural animal waste pollution will be reduced.

The City does not currently monitor urban stormwater quantity or quality, unless under a project mitigation monitoring program. Although new subdivisions are conditioned to prevent stormwater runoff pollution, the effectiveness of permit conditioning is difficult to assess.

Urban runoff management regulations have been established by the RWQCB for implementation by local jurisdictions. The goal of the regulations is to prevent the discharge of pollutants into storm drains or directly into the River or its tributaries.

Excess Nutrient Pollution: Nutrients, which exacerbate algae growth, enter the river in urban and agricultural lands runoff which contains fertilizers. Significant sources are household landscaping, parks and golf courses.

Habitat Loss: Vegetation is often removed from riparian habitat during agricultural clearing, urban development and as a result of grazing. When vegetation is cleared or a waterway channel modified, such as urban waterway channelization or dredging in the Napa River, the transfer of various pollutants to the waterway is accelerated. Also, water temperatures generally increase which reduces dissolved oxygen levels and adversely affects cold water fish and other aquatic life.

Many streamside restoration projects have been initiated in the lower watershed. However, future urbanization and flood control activities have the potential for increasing removal of streamside vegetation.

Groundwater

Although ground water is a significant source of potable and irrigation water in Napa County, the City does not obtain its water supply from ground water sources and is an insignificant user of irrigation water from ground water sources.

Ground water quality data for the Napa Valley are limited and were mostly collected before 1973. A 1973 study of that data by the U.S. Geological Survey showed that the Valley's ground water was generally of good quality but with high levels of sodium, boron, chloride and iron.

In June 1991, the Regional Water Quality Control Board (RWCQB) conducted a random sample of 12 agricultural and domestic wells in Rutherford, Yountville, south Napa and the Carneros area. No pesticides, PCBs, chlorinated herbicides or extractable organics were detected. However, in the Northern Napa and Carneros ground water basins, the high levels of nitrates and metals exceeded drinking water standards and were considered to be "unsatisfactory" and/or "not recommended" for irrigation and industry.

Activities that can adversely affect groundwater can occur above or below ground. Above ground, disposal of solid and liquid wastes, horse, livestock and household pet excrement, fertilizers, pesticides, and sewage sludge disposal can infiltrate the groundwater table. Below ground, abandoned and water supply wells can act as conduits for pollutants into the water table.

It is important to maintain the groundwater recharge process. Recharge occurs by maintaining the floodplains, limiting impermeable surfaces, and by collecting runoff in detention basins and swales.

GOAL NR-4 **To protect and enhance surface water and ground water quality.**

POLICIES

NR-4.1 The City shall support the maintenance and improvement of surface and ground water quality.

NR-4.2 The City shall support the maintenance and improvement of water quality in the Napa River.

NR-4.3 The City shall support the monitoring and assessment of the effects of dredging in the Napa River.

NR-4.4 The City shall adopt standards and regulations for the reduction and/or elimination of nonpoint sources of pollution.

NR-4.5 The City shall maintain and strengthen where feasible current efforts to eliminate point sources of pollution.

NR-4.6 The City shall cooperate with Napa County to maintain the current program to identify and remove leaking underground storage tanks.

NR-4.7 Encourage design of projects to avoid covering creeks and drainageways whenever possible.

See Policies CS-11.4 to 11.6 and Policies NR-1.9 to 1.13 for related water quality policies.

AIR QUALITY

Napa is located within the Bay Area Air Quality Management District (BAAQMD). The Bay Area is in attainment for all air quality standards except for the California standard for ozone. To achieve and maintain compliance with federal and state standards, the BAAQMD, together with the Association of Bay Area Governments (ABAG) adopted an *Air Quality Management Plan* (AQMP) in 1982, the purpose of which was to identify pollutant sources, quantify present emissions, estimate future emissions, and examine pollutant control strategies for the attainment and maintenance of state and federal standards. Complementing the AQMP is the *Clean Air Plan* which was prepared pursuant to the California Clean Air Act of 1988.

While the BAAQMD already imposes numerous regulations to deal with stationary and mobile sources of air emissions, there is much the City can do to benefit regional and local air quality. Policies throughout the General Plan seek to coordinate the planning of land use, circulation, housing, and other City policies in order to support regional efforts at improving air quality.

Land Use and Design Considerations

Land use decisions are critical to air quality planning because land use patterns determine transportation needs, and motor vehicles are the largest source of air pollution. The location, intensity, and design of land use strategies such as locating moderate or high density development near transit stations increase opportunities for residents/employees to use transit rather than drive their cars. Similarly, design considerations such as orienting a building entrance toward a sidewalk and/or transit stop increase the attractiveness of walking and transit as an alternative to driving. Policies addressing land use and transit design issues are included in Chapter 1, Land Use, and Chapter 3, Transportation.

The location of a development project is a major factor in determining whether it will result in localized air quality impacts. The potential for adverse air quality impacts increases as the distance between the source of emissions and members of the public decreases. Impacts on sensitive receptors are of particular concern. Sensitive receptors are facilities that house or attract children, the elderly, people with illnesses, or others who are especially sensitive to the effects of air pollutants. Hospitals, schools, convalescent facilities, and residential areas are examples of sensitive receptors. However, all members of the population can be adversely affected by pollutants, toxic air contaminants, and odor and dust.

Air quality problems arise when sources of air pollutants and sensitive receptors are located near one another. Early consultation between project proponents and City staff can avoid or minimize localized impacts to sensitive receptors. Often, the provision of an adequate distance, or buffer zone, between the source of emissions and the receptor(s) is necessary to mitigate the problem.

Transportation

Future air pollutant discharges can also be reduced through the use of transportation alternatives to the personal automobile, including public transit, car pooling, bicycling, and walking. Chapter 3, Transportation, promotes the use of alternative forms of transportation.

Policies throughout the plan have implications for air quality. See Appendix E for a compilation of policies and programs relating to air quality.

GOAL NR-5

To maintain acceptable levels of air quality in Napa.

POLICIES

NR-5.1 The City shall encourage the use of mass transit, bicycle facilities, and pedestrian walkways in order to decrease use of private vehicles and thereby reduce emissions from mobile sources. *Refer also to transit and bicycle policies, T-5.1 to 5.17, T-6.1 to 6.11, and T-7.1 and 7.2.*

NR-5.2 The City shall encourage land use patterns and management practices that conserve air and energy resources, such as mixed use development and provisions for local- serving commercial uses adjacent to neighborhoods.

NR-5.3 The City shall promote energy conservation/energy efficiency improvement programs, which reduce energy demand from power-generating facilities which contribute to background levels of regional air emissions.

NR-5.4 The City shall, during discretionary review, require that development proposals comply with federal and state air quality standards, or make findings that the project has overriding benefits to the community that outweigh nonattainment of the standards.

NR-5.5 The City shall, during early consultation with project proponents, encourage project design that minimizes direct and indirect air emissions. Projects should consider the following air quality concerns:

a. Land use and design measures to encourage alternatives to the automobile and to conserve energy;

b. Land use and design measures to minimize exposure of sensitive receptors to odors, toxics, and criteria pollutants; and

c. Applicable Bay Area Air Quality Management District rules, regulations, and permit requirements.

NR-5.6 The City shall continue and, where appropriate, expand the use of synchronized traffic signals on roadways susceptible to emissions improvement through approach control.

Chapter 8

Health and Safety

CHAPTER 8 HEALTH AND SAFETY

INTRODUCTION

Diverse environmental hazards need to be addressed in planning for urban development. Some of these hazards are natural (e.g., seismic such as surface rupture, ground shaking), some are entirely manmade (e.g., noise) and some are a result of potential natural hazards activated or exacerbated by development activity (e.g., erosion, slope failure).

Some hazards can be avoided by exercising diligence in the development review process through careful land use locational decisions. Other hazards can be tolerated or minimized by adopting appropriate land use regulations and development guidelines and by including mitigation measures in the development review process.

Major Health and Safety Objectives

- *Protect Napa residents, workers, and visitors from natural and manmade hazards*
- *Reduce the potential for flood-related hazards*
- *Ensure safe levels of noise exposure*

This chapter addresses the following issues relating to health and safety:

- Seismic Hazards
- Soil Erosion and Landslide Hazards
- Flooding
- Dam Failure
- Fire Hazards
- Aircraft Hazards
- Hazardous Materials
- Emergency Preparedness and Response
- Noise

SEISMIC HAZARDS

Seismic hazards refer to earthquake-induced ground rupture, ground shaking, liquefaction, or water movement. Earthquakes occur along fault lines. They occur infrequently, but can inflict major damage. Faults within and outside the county could affect the city of Napa in the event of an earthquake, including four active fault zones in the region outside the county: the San Andreas, Hayward, Calaveras, and Healdsburg-Rodgers Creek faults. Three active faults within Napa County -- the Cordelia, the Green Valley, and the West Napa faults -- also pose a risk to Napa residents and property.

There are no known active faults running directly through the city of Napa, so that ground rupture is presumably not a hazard. The primary seismic concern is ground shaking associated with regional and local faults. A large area south of Napa is subject to very strong to very violent ground shaking. The City's basic regulations for addressing seismic hazards are contained in the adopted *Uniform Building Code*, which contains building design standards to resist the effect of seismic ground motion.

Earthquake-generated ground shaking can cause both structural and nonstructural hazards, such as falling ceilings and light fixtures, toppling exterior parapets, shattered glass, and the dislodging of furniture and equipment. As with most communities in the San Francisco Bay Area near active earthquake faults, much of Napa would be susceptible to violent ground shaking.

Another earthquake-induced hazard, liquefaction, occurs when water-saturated, cohesionless soil loses its strength and liquefies during intense and prolonged ground shaking. Areas which have the greatest potential for liquefaction are those areas where the water table is less than 50 feet below the surface and soils are predominantly clean, composed of relatively uniform sands, and are of loose-to-medium density. The poorly consolidated younger alluvium that occupies areas south of the city and along the Napa River are considered to have high to very high potential for liquefaction. The younger soils found on the valley floor in the western part of the city are also subject to moderate to high potential for liquefaction.

Another hazard associated with major earthquakes is the collapse or failure of dams. Because dams can fail through other than seismic activity, and the resultant hazard is from flooding, dam inundation policies are included in the "Flooding" and "Dam Failure" sections of this chapter.

GOAL HS-1 **To minimize the risk to life and property from seismic activity.**

POLICIES

HS-1.1 The City shall require that all new buildings be designed and constructed to resist stresses produced by earthquakes. To this end, the City shall require all new buildings to conform to the structural requirements of the most recently adopted edition of the *Uniform Building Code.*

HS-1.2 The City shall discourage the siting of facilities necessary for emergency services, major utility lines and facilities, manufacturing plants using or storing hazardous materials, high occupancy structures (such as multi-family residences and large public assembly facilities), or facilities housing dependent populations (such as schools and convalescent centers) within areas subject to very strong, violent, or very violent ground shaking, as indicated in the ABAG Groundshaking Intensity Maps (Figure 8-1A and B), unless no alternative is available and adequate mitigation measures can be incorporated into the project.

HS-1.3 The City shall require soils and geologic studies for proposed development with large client populations (such as schools and convalescent centers) within areas subject to very strong, violent, or very violent ground shaking, as indicated in the ABAG Shaking Intensity Map. Such studies should determine the actual extent of the seismic hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in a specified location. Mitigation measures shall be incorporated as conditions of any project approval.

HS-1.4 The City shall require special construction features in the design of structures where site investigations confirm potential seismic hazards.

HS-1.5 The City shall require that facilities necessary for emergency services be capable of withstanding a maximum credible earthquake from any of the seven active faults in the region and remaining operational to provide emergency response.

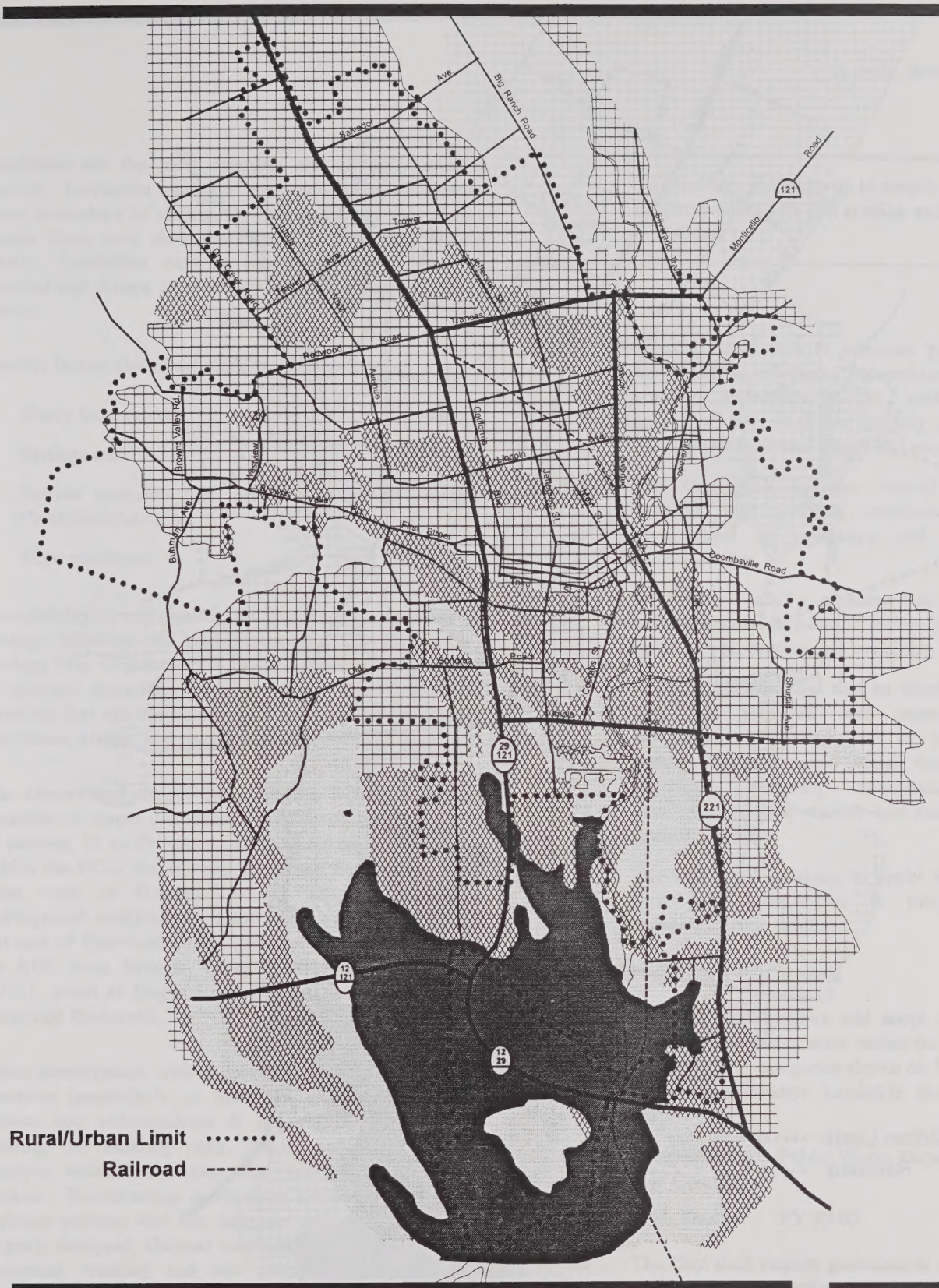
HS-1.6 The City shall encourage the study and rehabilitation of high occupancy structures (such as multi-family residences and large public assembly facilities) susceptible to collapse or failure in an earthquake.

SOIL EROSION AND LANDSLIDE HAZARDS

Soil erosion is a naturally occurring process that can be worsened by human activities. Because the Napa River's watershed is a natural, relatively high producer of sediment, it is particularly sensitive to the effects of soil erosion. Soils are generally susceptible to erosion on steep slopes, particularly if vegetation is removed. Erosion from lands that drain into the river and its tributaries results in sedimentation from the topsoil deposited and carried downstream. Flowing waters with heavy sediment loads are likely to lose flood carrying capacity and overflow and damage adjacent areas. Sediment that collects in storm drains reduces the system's capability to handle flood waters. The ultimate costs of erosion can be high in terms of public safety, property damage, and ongoing maintenance.

Erosion also has impacts on habitats and wildlife. Nutrients removed from topsoil and deposited in waterways can initiate algae blooms that deplete oxygen and kill fish. Excessive sediment deposits on stream bottoms smother fauna and can create a sterile environment. Stream turbidity caused by sediments suspended in the water can reduce photosynthesis in water-based flora leading to reduced habitat food supply.

Soil erosion can take the form of sheet and rill erosion. In sheet erosion, a relatively uniform layer of soil is removed over a large area gradually over time. In rill erosion, streambank and gully erosion can occur from small concentrated water flows. Urban development activities are a significant contributor to streambank and gully erosion which is sensitive to changes in watershed hydrology, rainfall infiltration rates, the amount of hard surfaces, and surface flow diversions.



Rural/Urban Limit ·····

Railroad ------

City of Napa General Plan | Westnapa.DS4 | 12/98

Figure 8-1A

Ground Shaking Intensity (West Napa Fault)

North

725' 1/2 Mile 1 Mile 3 Miles

0

Very Violent

Violent

Very Strong

Strong

Weak

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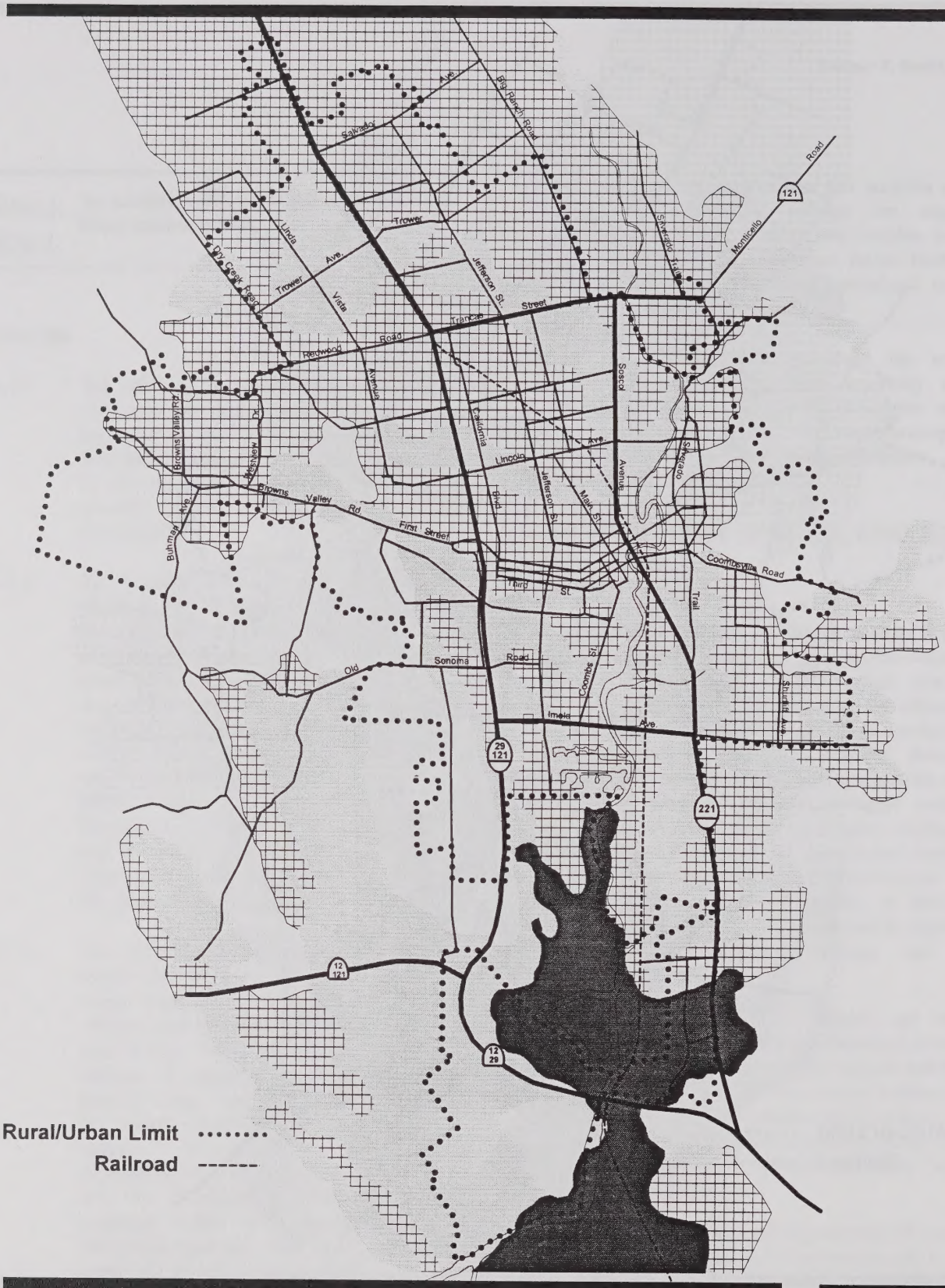

Rural/Urban Limit ·····

Railroad ------

City of Napa General Plan | Hayward.DS4 | 12/98

Figure 8-1B

Ground Shaking Intensity (Hayward Fault)

North

725' 1/2 Mile 1 Mile 3 Miles

0

Very Strong

Strong

Weak

Weakest

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Landslides are the most dramatic and obvious form of erosion. Landslides consist of rock, soil and/or debris that move downslope by sliding, flowing or falling. Movement ranges from very slow (earthflow) to very fast (debris flow). Landslides vary in size from large blocks of material and slumps to relatively small amounts of surface debris.

Specific factors that affect slope instability include:

- Heavy local rainfall
- Earthquakes.
- Surface materials that are loosely bound together ("unconsolidated").
- Slope steepness.

Susceptibility to soil erosion and landslides varies based on geologic materials and slope steepness. The Generalized Geology Map (Figure 8-2) shows the types and distribution of geologic materials within the Napa area. Geologic materials that are very susceptible to slope failure include sandstones, shales, and mudstones.

The Generalized Slopes Map (Figure 8-3) shows the steepness of slopes divided into three categories: less than 15 percent, 15 to 30 percent, and greater than 30 percent. Within the RUL, the steepest slopes are found in the hilly areas west of Buhman Avenue and south of the Rollingwood subdivisions, north of Browns Valley Road and east of Pinewood Drive, and (both inside and outside) the RUL from Browns Valley Road south to Highway 12/121, south of Hagen Road and the eastern hills along Montecito Boulevard.

Urban development, with its grading, construction and land alteration (particularly on hillsides), can cause excessive erosion and sedimentation if not regulated properly. Grading for building pads, roads, and land- scaping removes natural vegetation that protects topsoil from erosion. Recontouring of the land surface alters natural drainage patterns and can increase surface runoff if not properly designed. General construction activities such as equipment washing and site clearance also indirectly contribute to soil erosion.

GOAL HS-2

To minimize the hazards to people and property caused by soil erosion and landslides.

POLICIES

HS-2.1 The City shall seek to minimize grading and impermeable surfaces in high-erosion areas. If grading or impermeable surfaces are necessary, they shall be properly engineered and drained to reduce runoff and erosion.

HS-2.2 The City shall consider natural landform contours and geologic conditions in the development of roadways and individual project design.

HS-2.3 The City shall continue to regulate development on hillsides to reduce the hazards posed by soil erosion and landslides.

HS-2.4 The City shall require that an erosion control plan be prepared and approved for development on slopes of 15 percent or greater. The plan should include limitations on vegetation removal, revegetation, and installation of other erosion and sedimentation control measures.

HS-2.5 The City shall continue to apply its *Hillside Development Guidelines* to properties in sensitive hillside locations.

IMPLEMENTATION PROGRAMS

HS-2.A The City shall prepare and adopt regulations for development on lands within the "general" and "greatest" categories shown on Figure 8-4, Generalized Relative Landslide Susceptibility Map.

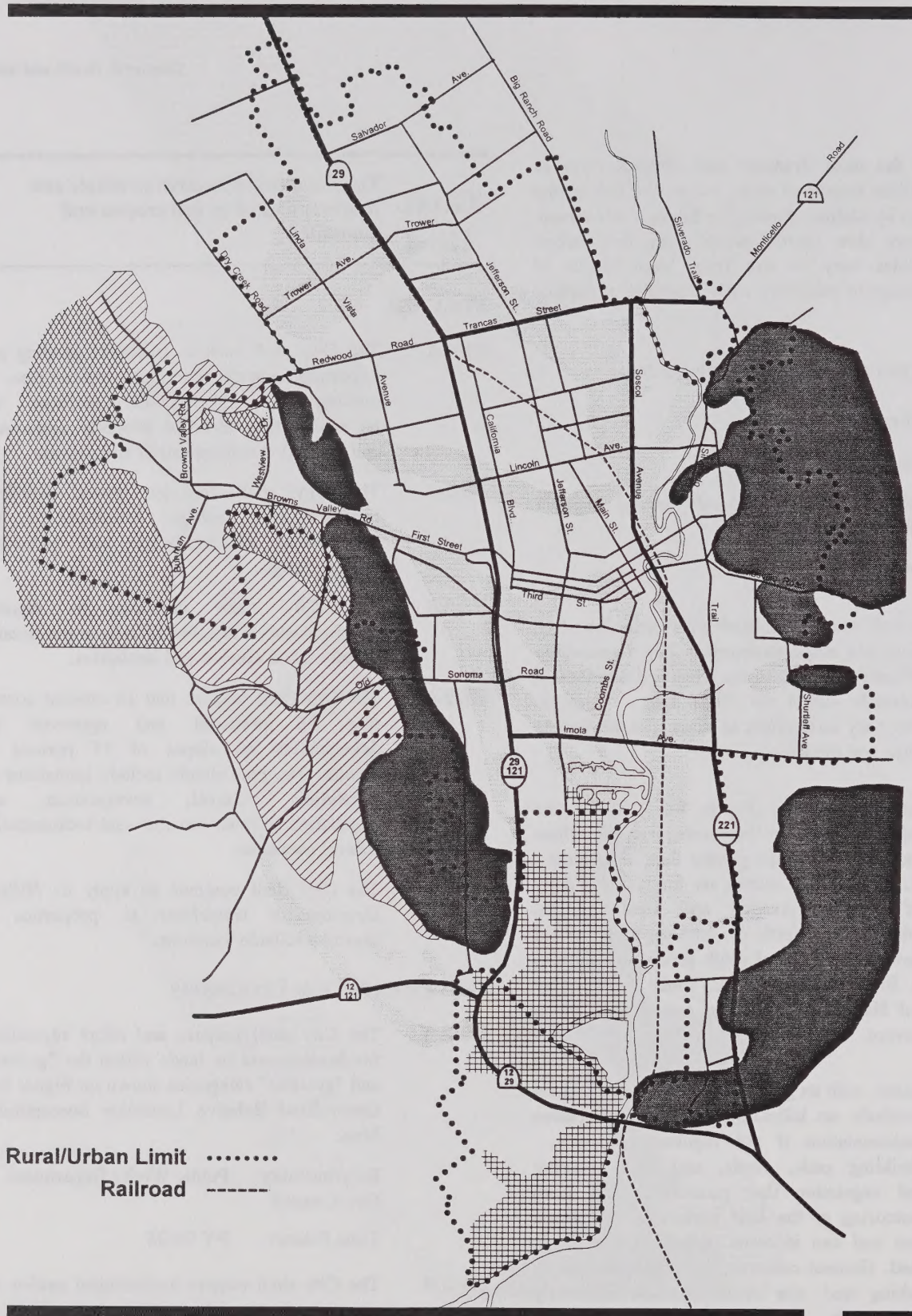
Responsibility: Public Works Department
City Council

Time Frame: FY 99-03

HS-2.B The City shall require geotechnical studies for projects proposed in areas susceptible to landslides (areas categorized as "general" and "greatest" on Figure 8-4) and adherence to the recommendations of the studies.

Responsibility: Public Works Department

Time Frame: Ongoing



City of Napa General Plan | Geology.DS4 | 12/98

Figure 8-2

Generalized Geology

North

725' 1/2 Mile 1 Mile 3 Miles

0

Bay Mud
Fluvial
Alluvial
Volcanics
Sandstone & Shale
Mudstone

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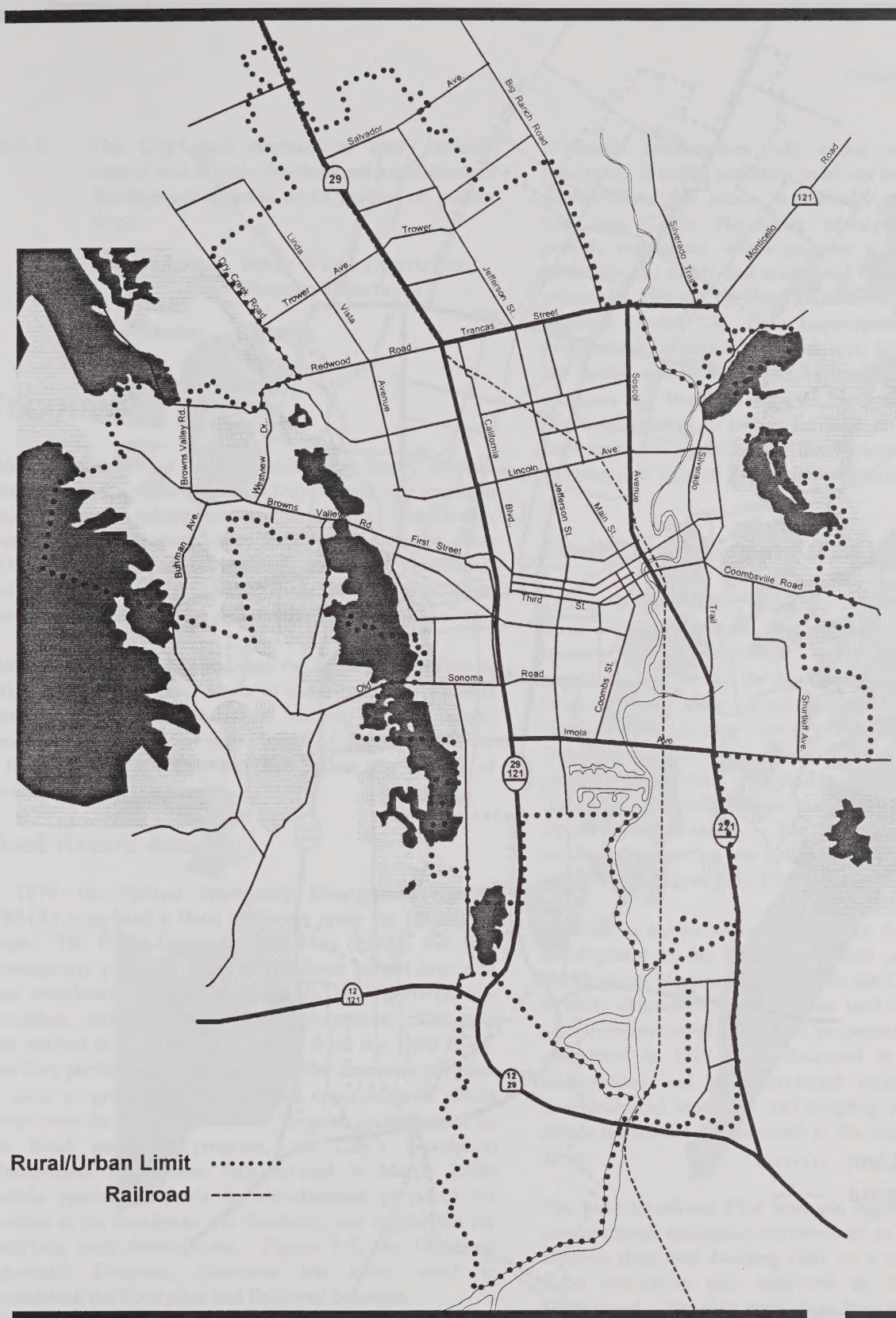

City of Napa General Plan | Slope.DS4 | 12/98

Figure 8-3

Generalized Slope

North

725' 1/2 Mile 1 Mile 3 Miles

0

Slopes less than 15%

Slopes between 15% to 30%

Slopes greater than 30%

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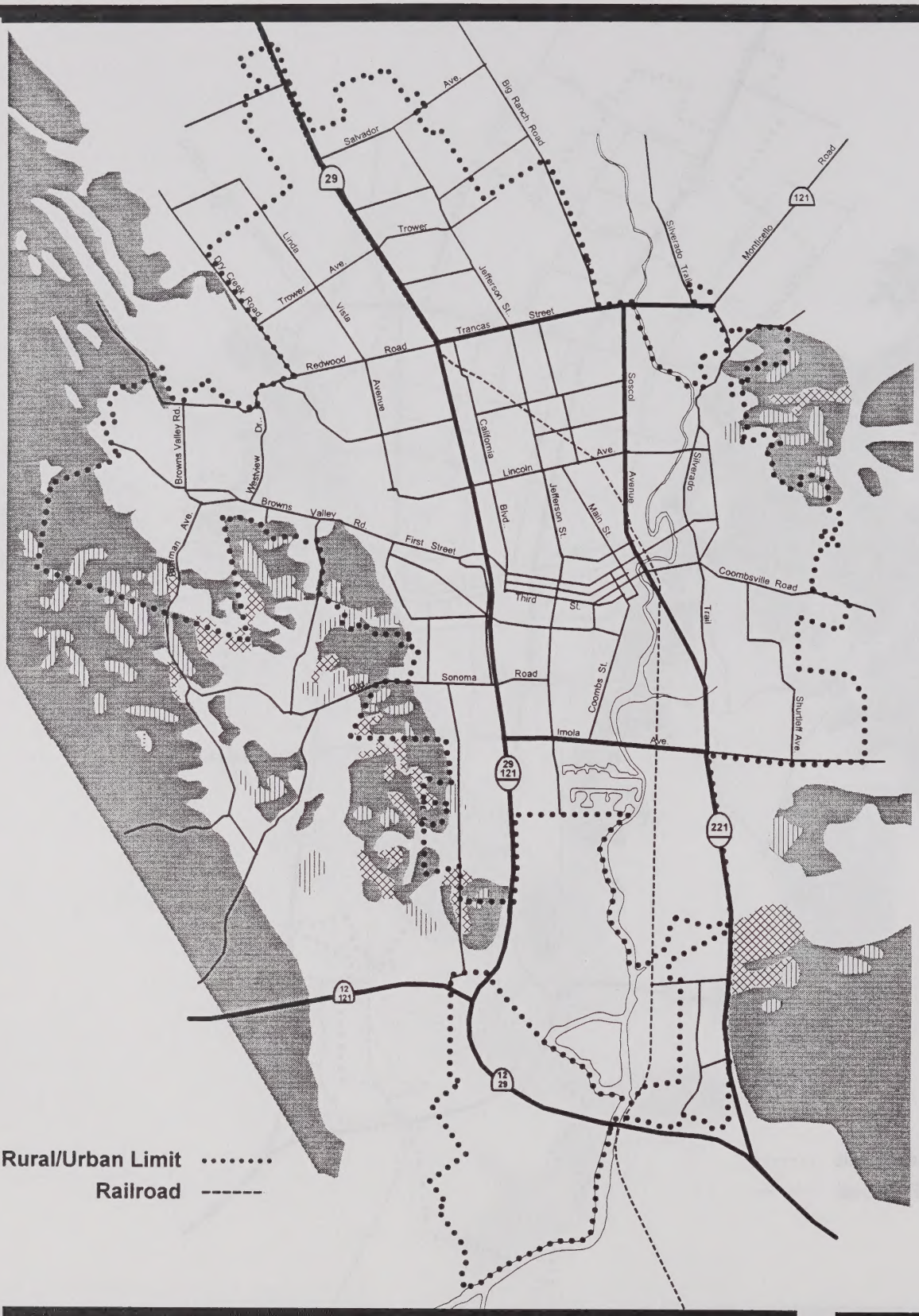

Rural/Urban Limit ·····

Railroad ------

City of Napa General Plan | Landslide.DS4 | 12/98

Figure 8-4

Generalized Relative Landslide Susceptibility

North

725' 1/2 Mile 1 Mile 3 Miles

0

Least

Marginal

General

Greatest

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HS-2.C The City shall continue to apply erosion control and hillside development regulations to development in areas of 15 percent or greater slope.

Responsibility: Public Works Department
Planning Department

Time Frame: Ongoing

FLOODING

Flooding in the Napa Valley results from heavy rainfall, chiefly from December through March, and can result in major damage to urban areas and farmlands. Historically, more than ten damaging valley floods have occurred since 1940, with damage to commercial, industrial, residential, and agricultural areas. Utilities, roads, bridges, and streets also are subject to damage and require repair and clean up.

Flooding in the City occurs when the Napa River's flow at Oak Knoll Avenue (just north of the city limits) exceeds about 15,000 cubic feet per second. Flood hazard conditions exist along the entire length of the Napa River as it flows through the City and also follow the courses of several tributary creeks.

Flood Hazard Area

In 1979, the Federal Emergency Management Agency (FEMA) completed a flood insurance study for the city of Napa. The Flood Insurance Rate Map (FIRM) that was subsequently prepared showed the flood hazard area (the area inundated by a 100-year flood), the floodway, the floodplain, and other flood-related information. This map was revised in 1988 to include data from the 1986 flood. The City participates in the federal flood insurance program in order to provide its residents an opportunity to obtain lower rates for flood insurance. In order to participate in the flood insurance program, the City's Floodplain Management Regulations (last revised in March 1988) include special standards for development proposed for location in the floodplain and floodway, and regulations for analyzing such development. Figure 8-5, the Floodway Schematic Diagram, illustrates the terms used in formulating the floodplain and floodway concepts.

Development that encroaches on the floodplain reduces the land surface area available for floodwaters to spread and thereby exacerbates flooding problems. However, the scarcity of vacant lands suitable for development and high land values in urban areas can create an impetus to develop in the floodplain regardless of potential flooding dangers.

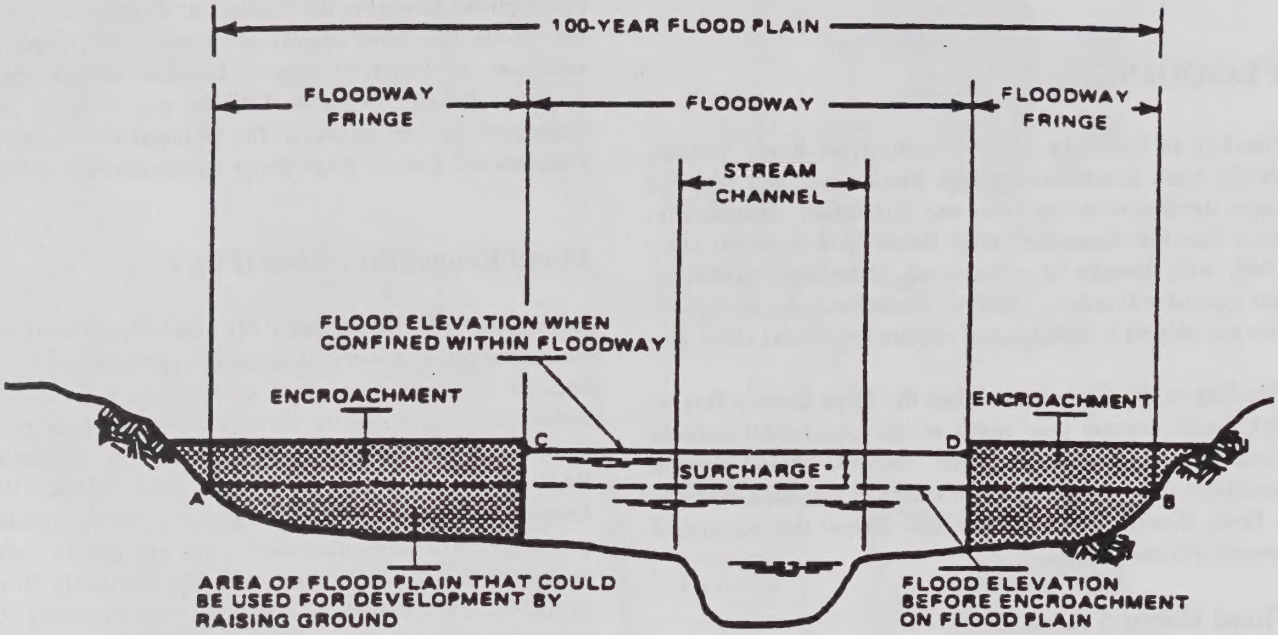
Although development will occur within the City's floodplain, flooding problems need not be aggravated if the encroachment that occurs is carefully regulated. To this end, the City's Floodplain Management Regulations provide regulations whose purpose is to: 1) protect the public health, safety and welfare of residents and property potentially affected by flood hazards; 2) reduce the costs incurred by the City from inappropriate and unsuitable development located in the floodplain; 3) minimize the need for rescue and relief efforts associated with flooding; 4) minimize the length of time of business interruptions; 5) minimize damage to public facilities and utilities; and 6) implement the regulations of the National Flood Insurance Program and Related Regulations administered by FEMA.

Flood Evacuation Area (FEA)

During the 1986 flood, many city residents affected by the flood would not evacuate their residences until the situation became so hazardous that emergency assistance was required. This caused the diversion of emergency services from other city areas of need into the areas inundated by floodwater. During the flood, the Public Works Department made field observations of those residential properties that were inaccessible by emergency vehicles (access to the properties was under approximately 18 to 24 inches of floodwater). The area encompassing those residential properties was called the Flood Evacuation Area or FEA (see Figure 8-6, Flood Evacuation Area Map).

In order to reduce exposure to future flooding, residential development in the FEA was placed under a temporary development moratorium to provide the City an opportunity to study alternative non-residential land uses for the vacant and underdeveloped residential properties. This study was completed in 1987 and culminated in reclassifying the undeveloped and underdeveloped residential parcels to non-residential land uses and adopting regulations for the future residential development of the remaining residential areas.

The most significant FEA land use regulation requires that any proposed residential development in the FEA resulting in more than four dwelling units on a parcel must have a flood evacuation plan approved by the Public Works Department. The plan must show how the residents of the proposed development can safely walk or drive out of the floodplain during a flood. In reviewing the adequacy of a proposed flood evacuation plan, the Public Works Department considers: 1) existing and future streets; 2) drainage and flood control facilities that could affect the proposed development; and 3) the technical and economic

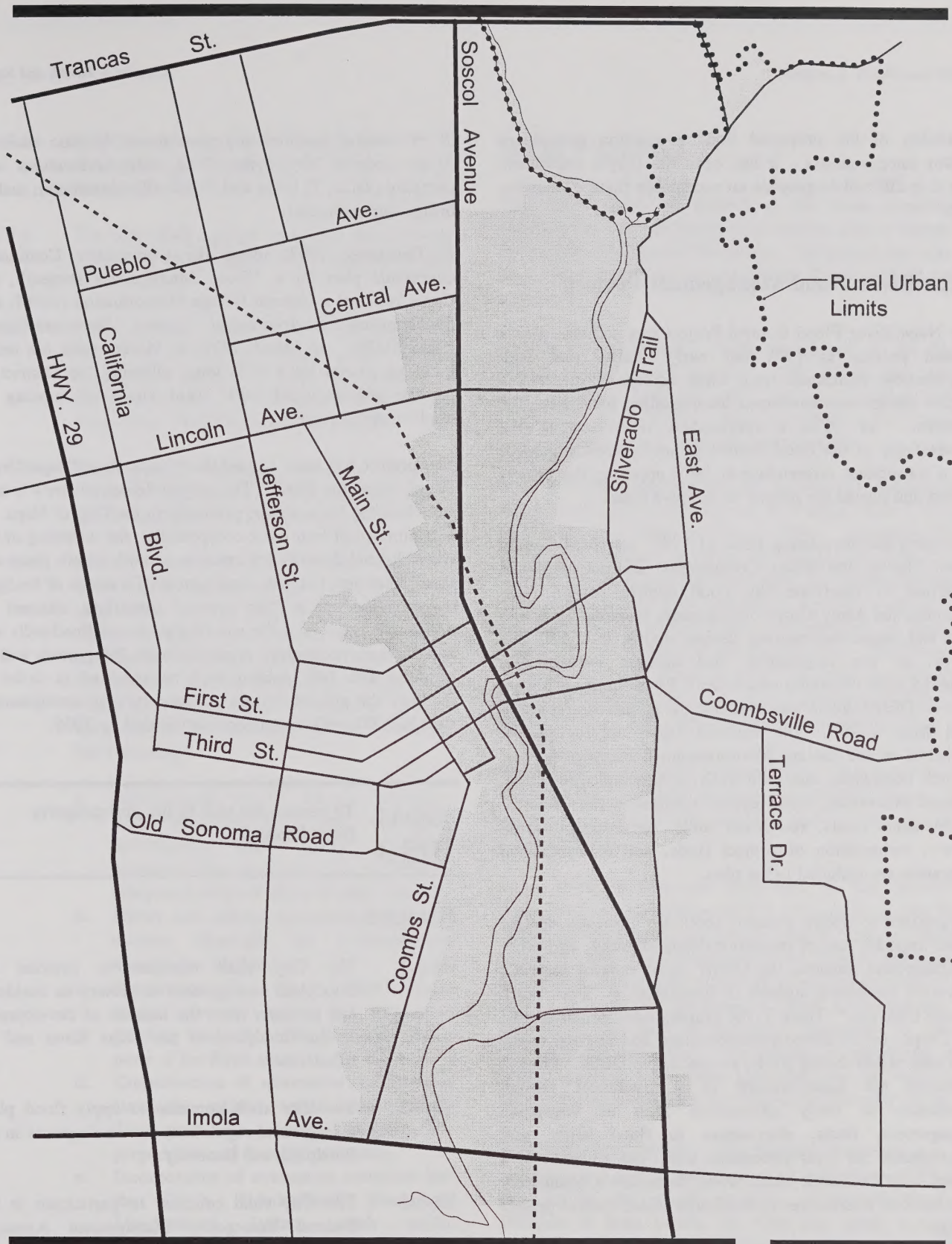


LINE AB IS THE FLOOD ELEVATION BEFORE ENCROACHMENT.
LINE CD IS THE FLOOD ELEVATION AFTER ENCROACHMENT.
*SURCHARGE IS NOT TO EXCEED 1.0 FOOT (FEMA REQUIREMENT) OR LESSER AMOUNT IF SPECIFIED BY STATE.

Figure 8-5

Floodway Cross Section

(from FEMA Flood Insurance Study, 3/18/88)



City of Napa General Plan | Evac.DS4 | 12/98

Figure 8-6

Flood Evacuation Area

North

0' 660' 1/4 Mile 1/2 Mile 1 Mile

Flood Evacuation Area

Source: City of Napa Public Works Department

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feasibility of the proposed flood evacuation procedures and/or improvements. It has been the City's experience that it is difficult to prepare an acceptable flood evacuation plan.

Napa River Flood Management Project

The Napa River Flood Control Project was authorized as a federal project in 1965 but early studies met with considerable resistance from local citizens. In 1975 a project design was developed incorporating local issues of concern. In 1976 a referendum to determine the acceptability of the flood control project narrowly passed, but a subsequent referendum in 1977 opposing the project passed and placed the project on inactive status.

Following the devastating flood of 1986, the Napa County Flood Control and Water Conservation District petitioned Congress to reactivate the flood control project. In response, the Army Corps of Engineers prepared an action plan and began engineering design studies in 1989. The Corps, as the responsible lead agency, subsequently prepared a set of studies and a Draft Environmental Impact Report (DEIR) which was available for public comments up until May 1995. The selected flood control project described in the Design Memorandum consists of levees, setback floodwalls, sheetpile walls, streambank protection, channel excavation, and a bypass channel at the Oxbow. Maintenance roads, recreation trails, hazardous material review, remediation of project lands, and environmental mitigation are included in the plan.

In response to public concern about the project's design, visual impacts, loss of recreational opportunities, and other environmental impacts, the Corps' flood control project's executive committee agreed to investigate a "Two Track Design Concept." Track 1, the primary track proposed that the Corps revise the construction plans and respond to the concerns raised during public review of the DEIR. Track 2 proposed the establishment of a Technical Design Committee to study alternatives such as watershed management, dams, alternatives to flood walls, and opportunities for river restoration under the guidance of a Community Coalition, which would formulate a community consensus of alternatives to the Corps' flood control project design

By June 1996, the Community Coalition completed a lengthy set of workshops and public meetings, and proposed a plan for both flood protection and watershed management. Key features include: 1) land acquisition for river widening; 2) business and home relocation assistance; 3) recreational facilities and open space; 4) toxic cleanup; 5) an Oxbow "dry bypass;" 6) utility relocations and pumping plants; 7) levee and floodwall construction; and 8) bridge improvements.

In December 1997, using the Community Coalition's conceptual plan for a "Flood Management Project", the Corps reissued a General Design Memorandum (GDM) and Supplemental Environmental Impact Statement/Report (SEIS/SEIR). In March 1998, a ½-cent sales tax ballot initiative passed by a 68% vote, allowing the District to provide the required 50% local share of funding to implement the project.

The project has been named the "Napa River/Napa Creek Flood Protection Plan". The project design covers a 6-mile stretch of the Napa River, primarily in the City of Napa. It is comprised of four basic components: the widening of the river channel through the creation of both marsh plain and flood plain terraces; the replacement of a series of bridges; the creation of a "dry-bypass" overflow channel in downtown Napa, and the use of a series of floodwalls and levees where necessary. Approximately 300 parcels will be acquired and 109 building will be removed in order to facilitate the project design. Construction is anticipated to start in 2000, with completion anticipated by 2006.

GOAL HS-3 To reduce the risk to life and property from flooding.

POLICIES

HS-3.1 The City shall continue to provide for floodplain management to protect its residents and property from the hazards of development in the floodplain of the Napa River and its tributaries.

HS-3.2 The City shall continue to apply flood plain management regulations for development in the floodplain and floodway.

HS-3.3 The City shall continue to participate in the Federal Emergency Management Agency's flood insurance program.

HS-3.4 The City shall continue to utilize the Federal Emergency Management Agency's Flood Insurance Rate Map to define the flood hazard area, the floodway and the floodplain.

HS-3.5 The City shall balance the housing needs of its residents against the risk from potential flood-related hazards.

HS-3.6 The City shall support programs and methods to reduce the flooding of the Napa River and its tributaries.

HS-3.7 The City shall continue to assist the Army Corps of Engineers, Napa County, other responsible agencies, and the public to maintain funding for the development of the Napa River Flood Management Project.

HS-3.8 The City shall continue to cooperate with Napa County to maintain a reliable funding source for the local share of flood control costs.

HS-3.9. If flood control is found to be infeasible, or if a flood control project is not underway by the year 2000, the City shall evaluate alternative means of addressing flooding that will allow development in areas currently constrained by floodplain, Flood Evacuation Area, or Floodway designations. Options to be considered shall include, but are not limited to, the following:

a. Modification of the Flood Evacuation Area standards to permit residential development under certain conditions providing that programs are in place to adequately address life and safety issues.
b. Direct and indirect assistance to property owners (through the redevelopment agency, fee waivers).
c. Preparation of a more limited flood control plan to reduce the impact of flooding and allow development within parts of the flood area.
d. Consideration of alternative development standards which would allow future developers to recoup higher site preparation and development costs.
e. Incorporation of evacuation measures into the City's Standardized Emergency Management System, with public education/notification programs, and an "early warning" system similar to a civil defense siren system.
f. Special construction and/or site design to adequately protect the safety of future residents.

DAM FAILURE

The City's dams are located at the Lake Hennessey, Milliken and Eastside Reservoirs; another dam is located at the State-owned Rector Reservoir. Failure of any one of these dams would subject the city of Napa to flood water inundation.

Conn Creek Dam - Lake Hennessey is the City's primary water supply storage. The lake's dam, Conn Creek Dam, is earth fill with a concrete spillway which empties into Conn Creek. The crest height is 125 feet and the reservoir stores 31,000 acre-feet of water.

If Conn Creek Dam were to fail, inundation waters would arrive at the north city limits in 4 ½ hours with a 16-foot maximum water depth at Trancas Street. According to an April 1986 Seismic Stability Evaluation of Conn Creek Dam by Harding Lawson Associates, the greatest potential for damage to the dam is from a seismic event on the Rogers Creek-Healdsburg Fault (15 miles to the west) or the Cedar Roughs Fault (8 miles to the east). However, the evaluation concluded that the dam "will perform adequately during a major earthquake" (i.e., magnitude 6.5 on the Cedar Roughs Fault) and dam failure is not anticipated.

Milliken Reservoir - The Milliken Reservoir dam is reinforced concrete and empties into Milliken Creek. The crest height is 110 feet and the reservoir stores 2,000 acre-feet of water.

If the Milliken Reservoir dam were to fail, inundation waters would reach the northeast city limits in one hour with a 16-foot maximum water depth at Trancas Street. However, the State Department of Water Resources's Division of Dam Safety performs annual inspections of the dam and requires maintenance and improvements as needed. The dam is routinely inspected to record settlement or movement. No seismic or significant dam safety concerns have been identified and no significant improvements to the dam are planned for the near future.

Eastside Reservoir - The Eastside Reservoir is a 30-million-gallon treated water reservoir with an earth fill dam lined on the interior with concrete. At the request of the Division of Dam Safety, the City has begun a seismic evaluation of the facility; preliminary results indicate that some minor improvements may be needed. Although the reservoir currently is filled with water, it has been disconnected from the City's water system while the City studies improvement options such as replacement with a water storage tank, covering the reservoir, or abandoning the reservoir and site.

Rector Reservoir - Rector Reservoir's dam is earth fill and empties into Rector Creek. The crest height is 162 feet and the reservoir stores 4,400 acre feet of water. Because the reservoir is owned by the State, the City is not responsible for the dam's safety.

In the case of the failure of any of the three dams located outside the city, inundation waters would affect the same areas within the city (approximately 25 percent of the City's residences would be affected). The main areas that would be inundated are (see Figure 8-7, Flood Water Inundation from Dam Failure Map):

- South of Trancas Street, between Main Street and Silverado Trail
- South of Lincoln Avenue between Jefferson Street and Silverado Trail
- South of First Street between SR 29 and Silverado Trail-Soscol Avenue

The above is a worst-case scenario. Except for Rector Reservoir Dam which is owned by the State, the City can reduce the risk of dam failure substantially by continuing its practices of dam safety review and cooperating with the Division of Dam Safety in addressing any needed maintenance or structural improvements.

GOAL HS-4 **To protect life and property in the City of Napa from the hazard of inundation by flood waters resulting from the failure of water supply reservoir dams.**

POLICIES

HS-4.1 The City shall maintain a program of reservoir dam safety review and continue to cooperate with the Division of Dam Safety in addressing any needed dam maintenance or structural improvements.

HS-4.2 The City shall request the State minimize the risk to the city of damage from inundation resulting from failure of Rector reservoir dam by maintaining the dam in a safe condition.

FIRE HAZARDS

Napa is characterized by a narrow valley floor surrounded and intermingled with steep, hilly terrain that contains areas that are very susceptible to wildland fires. This in turn exposes development within the city to an increased risk of fire. The most vulnerable structures are the homes adjacent to wild vegetation.

Wind is an important factor in the spread of fire, by carrying burning embers to adjacent areas. Napa has a characteristic southerly wind that originates from the San Francisco Bay. During the dry season, the city experiences an occasional north wind of significant velocity that can be a significant factor in the spread of wildland fires.

The major wildland fire hazard risks for residential development are in the city's hilly areas characterized by steep slopes, poor fire suppression delivery access, inadequate water pressure, and highly flammable vegetation. Recognizing that these areas differ from the typical urban fire to be served by city fire departments, there has been a move statewide to include built-in fire protection measures for development in these high risk areas.

The cornerstone of wildland fire protection is the provision of defensible space around residential development in high hazard areas to protect residents and enable firefighting equipment and personnel to operate.

The City's basic firefighting regulations are the adopted *Uniform Fire Code* (UFC). The Napa Fire Department's *Hazardous Fire Areas Fire Protection Standard* contains those UFC regulations that are required for protection of life and property from wildland fires in wildland/urban intermix areas in the City, including:

- Access roads (including number, length, design, grades, turnaround areas) to establish and maintain emergency vehicle access;
- Fire protection systems (hydrants, supply mains, fire sprinkler systems) to ensure available emergency water reserves;
- Roadway signage and building street address identification to ensure easy identification for quick response;

Rural/Urban Limit ·····

Railroad ------

City of Napa General Plan | Inund.DS4 | 12/98

Figure 8-7

Flood Water Inundation from Dam Failure

North

725' 1/2 Mile 1 Mile 3 Miles

0

Conn Dam Inundation

Milliken Dam Inundation

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- Building construction (roofs, projections, walls) to reduce the flammability of structures;
- Defensible space/clear areas (e.g., clearing of grasses, weed trimming) to reduce vegetative fuel.

The *Hazardous Fire Areas Fire Protection Standard* also requires the preparation of a fire hazard reduction plan for all new developments in wildland fire hazard areas.

In addition, several existing areas of unincorporated development within the RUL must comply with State Fire Safety regulations adopted by Napa County. Although fire suppression in these unincorporated lands is chiefly the responsibility of the California Department of Forestry (CDF), fire suppression services are also provided by the City under a mutual aid agreement with CDF. Ultimately, these areas are anticipated to be annexed to the City of Napa.

See also Chapter 4, Community Services, for policies regarding the City's fire protection and prevention services.

GOAL HS-5

To reduce the risk to life and property from wildland fires.

POLICIES

HS-5.1 The City shall require that development in high fire hazard areas provide adequate access roads, onsite fire protection systems, signage, flame-retardant building materials, and fire breaks.

HS-5.2 The City shall continue to implement the *Uniform Fire Code* as the City's basic regulations for fire prevention and suppression.

HS-5.3 The City shall continue to implement the *Hazardous Fire Areas Fire Protection Standard* in the City's wildland/urban intermix areas in order to reduce the risk from wildland fires.

IMPLEMENTATION PROGRAMS

HS-5.A The City shall conduct a study to more precisely identify those properties shown as "fire hazard area" on the Wildland-Urban Interface Fire Hazard Areas Map (Figure 8-8) in order to implement the City's planning regulations for development in wildland fire hazard areas.

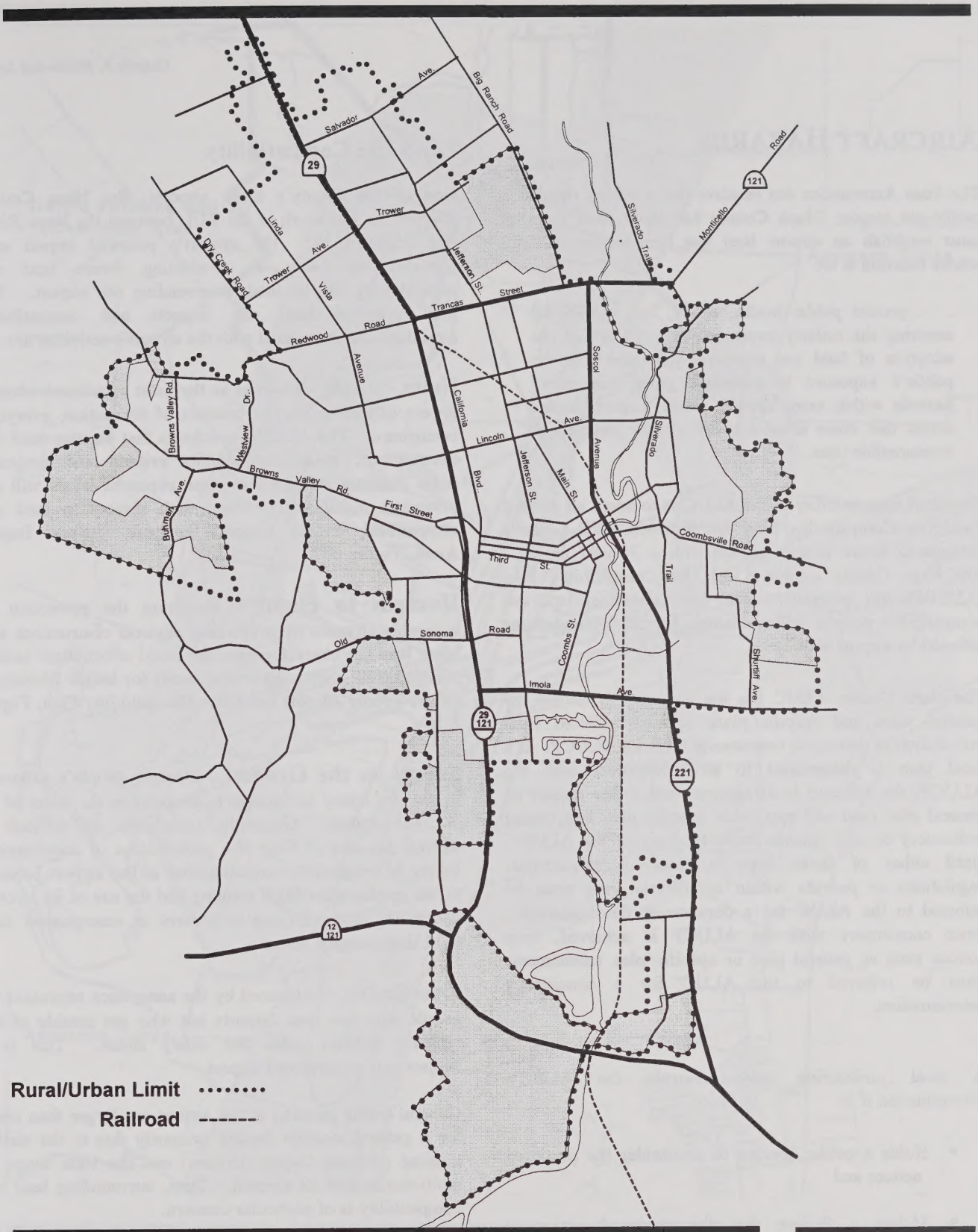
Responsibility: Fire Department; Planning Department

Time Frame: FY 03-05

HS-5.B The City shall continue to participate in the Mutual Aid Agreement with the County, CDF, and other related agencies.

Responsibility: Fire Department

Time Frame: Ongoing



City of Napa General Plan | Firehaz.DS4 | 12/98

Figure 8-8

Wildland-Urban Interface Fire Hazard Areas

North

Fire Hazard Area -

725' 1/2 Mile 1 Mile 3 Miles

0

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AIRCRAFT HAZARDS

The State Aeronautics Act requires that a county that has a public-use airport (Napa County has three such airports) must establish an airport land use commission (ALUC) whose function is to:

> . . . protect public health, safety, and welfare by ensuring the orderly expansion of airports and the adoption of land use measures that minimize the public's exposure to excessive noise and safety hazards within areas around public airports to the extent that these areas are not already devoted to incompatible uses.

The chief responsibility of the ALUC is to adopt an Airport Land Use Compatibility Plan that addresses each airport's anticipated future airport growth over a 20-year period. The Napa County Airport Land Use Compatibility Plan (ALUCP) was adopted in 1991 and establishes land use compatibility policies and guidelines for local jurisdictions affected by airport activities.

The Napa County ALUC has the authority to review the general plans and specific plans of each affected local jurisdiction to determine consistency with the ALUCP. If a local plan is determined to be inconsistent with the ALUCP, the affected local agency must either amend its general plan (and any applicable specific plan and zoning ordinance) or take specific steps to override the ALUC. Until either of these steps is resolved, all actions, regulations or permits within an affected area must be referred to the ALUC for a consistency determination. Once consistency with the ALUCP is achieved, only actions such as general plan or specific plan amendments must be referred to the ALUC for a consistency determination.

A local jurisdiction may overrule the ALUC's determination if it:

- Holds a public hearing to reconsider the proposed action; and
- Makes a finding that the proposed action is consistent with the intent of the State Aeronautics Act; and
- Approves the action by a two-thirds vote.

Land Use Compatibility

One of the county's three airports, the Napa County Airport lies just south of the RUL between the Napa River and Highway 29. The airport's potential impact area provides the basis for evaluating future land use compatibility on the lands surrounding the airport. The four principal land use impacts and compatibility considerations associated with the airport's activities are:

Noise - Usually perceived as the most significant adverse impact of airport activity because of its routine, everyday occurrence. The ALUCP concludes that existing land use designations, noise compatibility criteria and projected noise contours indicate that noise exposure levels will not present a significant problem with respect to land use compatibility in the airport's environs (Airport Impact Areas, Figure 8-9).

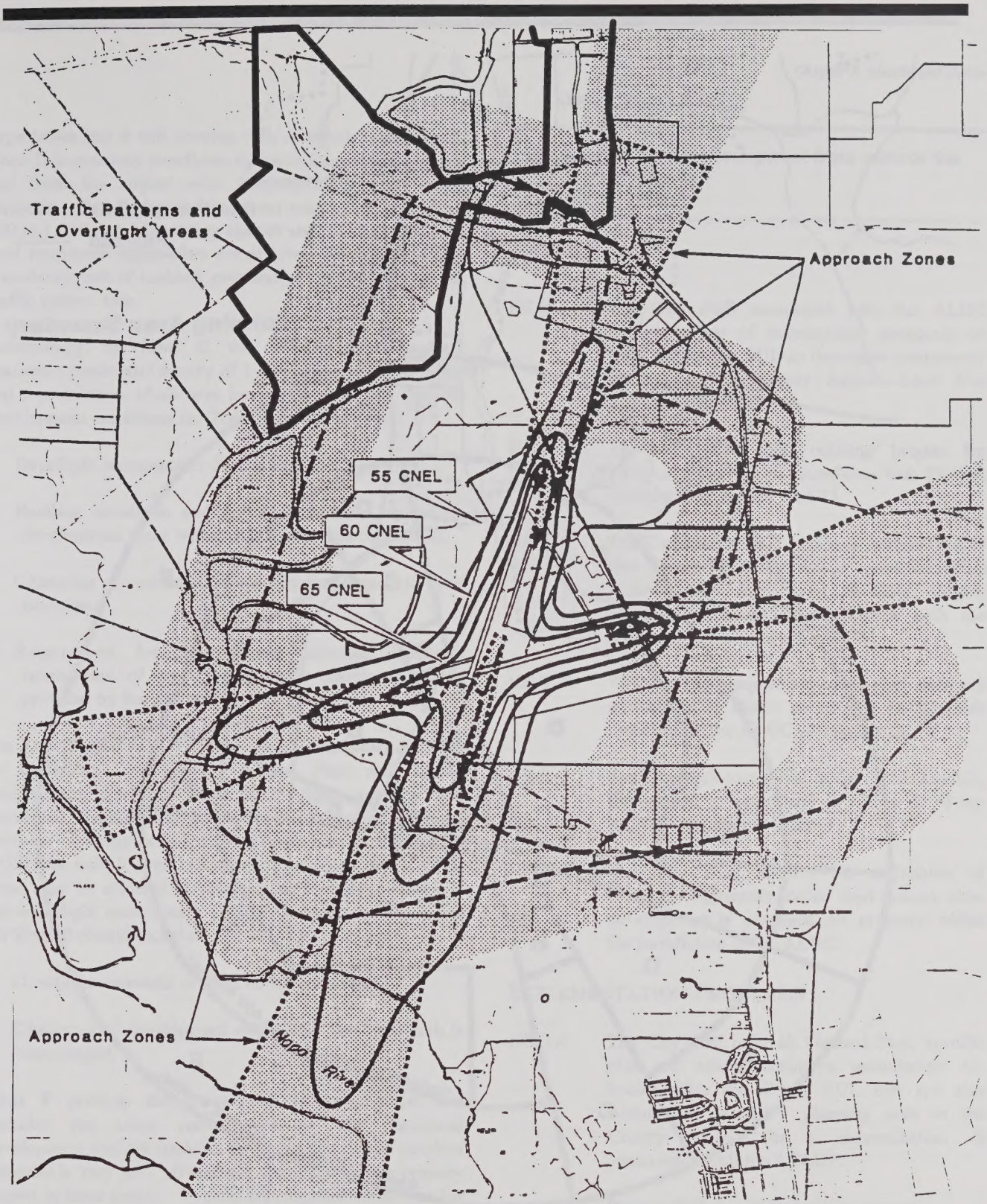
Hazards to Flight - Requiring the protection of navigable airspace by preventing physical obstructions and other land use characteristics that could affect flight safety. The ALUCP shows the critical areas for height limitations (Napa County Airport Land Use Compatibility Plan, Figure 8-10).

Safety on the Ground - Limiting people's exposure to risks of injury or damage to property in the event of an aircraft accident. Generally, such risks are difficult to address because of their low probabilities of occurrence. Safety is a significant consideration at the airport because of the emphasis on flight training and the use of jet aircraft which are more difficult to control in emergencies than light single-engine planes.

Overflights - Evidenced by the annoyance expressed by people who live near airports but who are outside of the typically defined noise and safety zones. This is a subjectively experienced impact.

General traffic patterns at the airport are larger than usual for a general aviation facility primarily due to the airline training program (Japan Airlines) and the wide range of multi-engine and jet aircraft. Thus, surrounding land use compatibility is of particular concern.

Two areas within the RUL (the Stanly Ranch and the Napa Valley Corporate Park) are within the planning area boundary of the ALUCP (Figure 8-10, Napa County Airport Land Use Compatibility Plan). The Stanly Ranch property is within Zones D, E, and F, and the ALUCP identifies the Ranch as an area of concern based on the



City of Napa General Plan | Airimpact.DS4 | 12/98

Figure 8-9

Airport Impact Areas

North

Rural Urban Limit

Not to Scale

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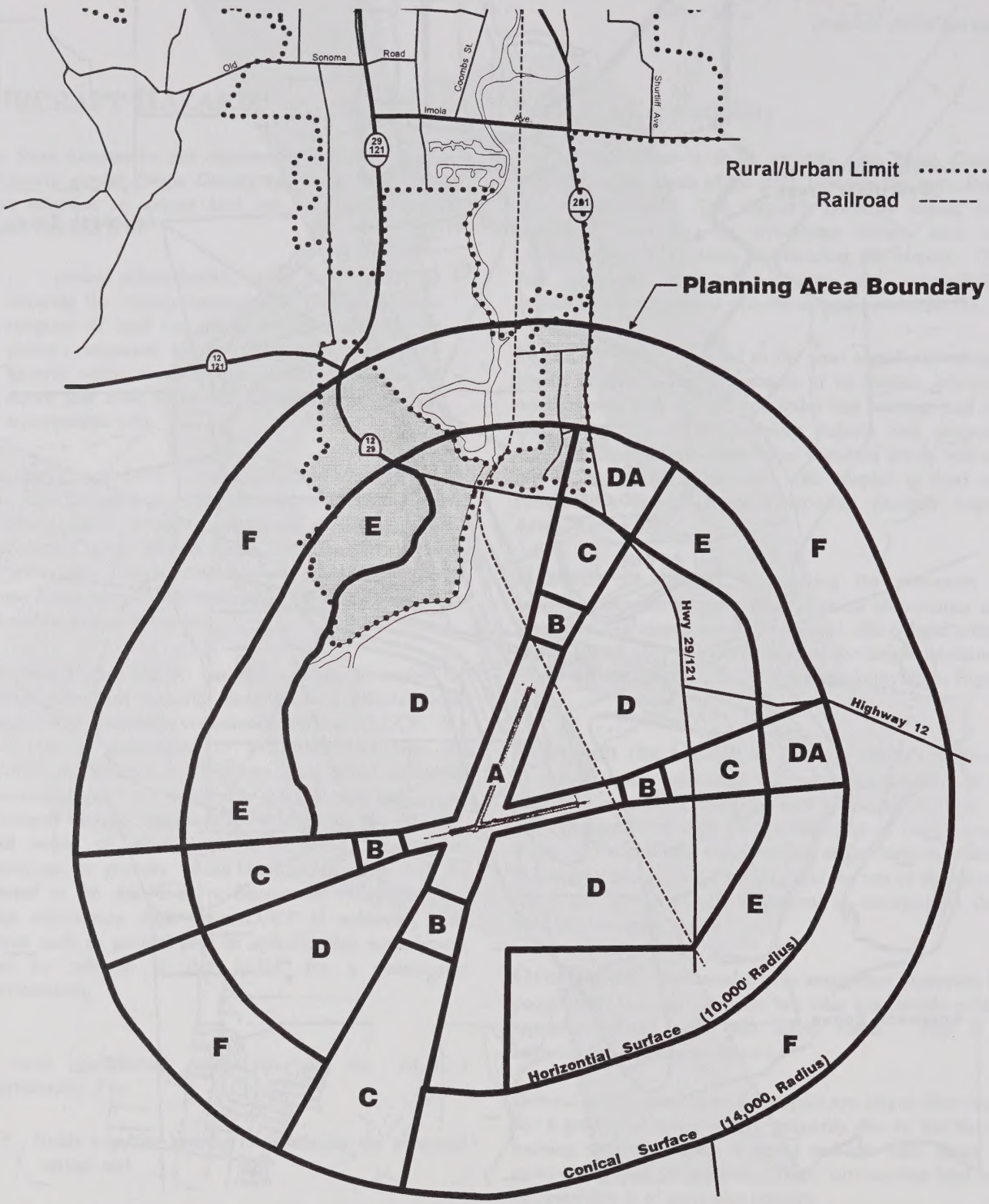

City of Napa General Plan | Airport.DS4 | 12/98

Figure 8-10

Napa County Airport Land Use Compatibility Plan

North

Affected City Properties

Not to scale

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expectation that it will develop with residential land uses. Zone D is routinely overflown by aircraft operating to and from the airport with frequent single-event noise intrusion. Overflights in these areas range in altitude from 300 to 1,000 feet. Departing aircraft and those on circle-to-land instrument approaches are at lower altitudes, creating a moderate risk of accident potential at the periphery of the traffic pattern area.

Accordingly, for **Zone D**, the ACLUP recommends a maximum residential density of 1 dwelling unit per 40 acres and a prohibition of all uses hazardous to flight. Typical development conditions for Zone D should include:

- Overflight easements or deed notice required.
- Building envelopes and approach surfaces shown on development plans within 100 feet of approach zones.
- Clustering of residential development to maximize open land areas.
- Requirement for noise level reduction measures (attenuation of sound level from outside to inside provided by the structure) for noise-sensitive uses.

For **Zone E**, the ACLUP recommends residential densities in accordance with local General Plan and zoning designations with consideration of flight patterns and associated impacts incorporated into the project design process. Overflights in these approach areas are generally 1,000 feet with limited risk of accident potential. Zone E areas may be affected by frequent aircraft noise intrusion and overflight annoyance. Typical development conditions for Zone E should include:

- Overflight easement or deed notice required.
- Clustering of development away from the flight path is encouraged.

Zone F presents the lowest risk to development and includes the same recommendations for residential development that are found in Zone E. The risk of accident potential is very low. Overflight annoyance is the primary impact in these areas. Typical development conditions for Zone F should include:

- Overflight easements or deed notice required.

GOAL HS-6

To protect development from hazards due to aircraft.

POLICIES

HS-6.1 The City shall coordinate with the ALUC during review of development proposals on lands within the RUL to determine consistency with the Napa County Airport Land Use Compatibility Plan.

HS-6. 2 The City shall limit building heights for airspace protection in accordance with Federal Aviation Regulations Part 77.

HS-6. 3 The City shall restrict land uses within Zone D (see Figure 8-10) that would create increased hazard risks (e.g., low mobility, highly sensitive to noise) in accordance with the criteria provided in the ALUCP.

HS-6. 4 The City shall require airport aircraft approach surfaces to be shown on all new development plans within the ALUC planning area.

HS-6. 5 The City shall maximize, to the extent feasible, the amount of open land in Zone D of the ALUCP (see Figure 8-10).

HS-6. 6 The City shall require the dedication of overflight easements and/or deed notices when development is proposed on property within the jurisdiction of the ALUC.

IMPLEMENTATION PROGRAMS

HS-6.A The City shall refer all General Plan, specific plan and zoning ordinance amendments for lands within the City's RUL that are also within the ACLUP's planning area to the County ALUC for a determination of consistency with the ACLUP.

Responsibility: Planning Department

Time Frame: Ongoing

HAZARDOUS MATERIALS

California's economic well-being and quality of life depend in many ways on the production and use of manufactured goods. However, manufacturing and processing goods often require large volumes of chemicals and generate hazardous waste. Hazardous wastes range from family substances such as solvents and waste oil to sophisticated compounds such as polychlorinated biphenyls and dioxins. More than ten million tons of hazardous waste are generated in California each year.

The City of Napa Fire Department includes a Hazardous Materials Division to help prevent the uncontrolled release of toxic substances into the environment and a Hazardous Materials Response Team to contend with those events that do occur. The Hazardous Materials Division is responsible for enforcing the City's Hazardous Materials Storage requirements, conducting inspections of facilities containing toxic and/or hazardous materials and educating local businesses on proper storage and handling of hazardous materials. The response team responds to uncontrolled releases, identifies the category of chemicals involved, contains the spill if possible, oversees cleanup activities and makes sure that the site is safe to be occupied again.

The City adopted a *Source Reduction and Recycling Element* (SRRE) in 1991 pursuant to the requirements of the California Integrated Waste Management Act. The SRRE includes a separate *Household Hazardous Waste Element* (HHWE) which establishes short- and medium-term goals to reduce the amount of household hazardous wastes stored within the home for future disposal.

Napa County has prepared a Preliminary Draft *Integrated Waste Management Plan* (December 1, 1995) that incorporates the City's SRRE and HHWE. Also, the county has submitted an application (December 29, 1995) to be approved as the Certified Unified Program Agency (CUPA) for all of the County's jurisdictions.

Currently, the County Department of Environmental Management (DEM) coordinates with the County Agricultural Commissioner Office (ACO) to implement the following hazardous materials programs:

- Hazardous Waste Generator Program (HWG).
- Above Ground Tank Spill Prevention Control and Countermeasure Program (SPCC).
- Hazardous Materials Business Plans (HMBP).
- Risk Management and Prevention Plan (RMPP).
- Underground Storage Tank Program (UST).

Household hazardous wastes (HHW) include flammables, pesticides, corrosives, oxidizers, and miscellaneous items such as car batteries. The City's goal is to divert 50 percent of HHW now disposed in landfill by the year 1995 and 100 percent by 2000.

The HHWE established two objectives for the short-term 1990-95 planning period:

1. Development of a household hazardous waste information/public education program for city residents emphasizing household hazardous waste reduction through purchasing decisions and the identification of locally available reuse and recycling opportunities.

2. Periodic collection programs in conjunction with an education program to divert three categories of HHW from landfill. The targeted materials are car batteries, used motor oil and latex paint which together comprise the greatest percentage of HHW in solid waste disposal.

For the medium-term period (post-1995), the goal is to reevaluate, modify, and implement changes to the short-term program.

GOAL HS-7 **To reduce the risks to health and safety from hazardous wastes.**

POLICIES

HS-7.1 The City shall reevaluate, modify if necessary, and implement changes to the short-term goals of the *Household Hazardous Wastes Element*.

HS-7.2 The City shall support the County's proposed *Integrated Waste Management Plan*.

HS-7.3 The City shall support the County's role as the Certified Unified Program Agency for all County jurisdictions.

See also the next section on Emergency Response concerning issues related to hazardous materials incidents response.

EMERGENCY PREPAREDNESS AND RESPONSE

An emergency is an incident threatening life, property, or the environment, particularly one which occurs suddenly or unexpectedly. The purpose of emergency preparedness is to minimize threats to public safety and to insure rapid recovery from disaster damage by preparing the City to respond adequately. Prevention is the most economic, cost-effective, and least stressful way to save lives and preserve property and the environment.

Emergencies that affect a wide geographic area, several different public agencies, or a large number of people present the most complicated response problems. The more demand emergencies place on vital facilities (hospitals, police and fire departments, emergency response centers, and communications centers), the more difficult a coordinated and orderly response becomes. Assurance of a rational response requires thorough preparation so that all people understand what to expect in emergency situations. Identification, planning, coordination, and preventive actions are key components of emergency preparedness.

Disaster Response

The City's current disaster plan, based on the Incident Command System (ICS) has been used in the past to guide public safety and other personnel in responding to emergency events (primarily flooding). The ICS system of disaster response is effective for on-scene management of an emergency but does not provide a means for effective coordination with multiple agencies in the event of a disaster. The Governor's Office of Emergency Services has initiated a Standardized Emergency Management System (SEMS) to improve the coordination of State and local emergency response in California. The SEMS regulations (*Government Code* Section 8607) took effect in September of 1994 and require that local jurisdictions include SEMS procedures and training in their emergency plans in order to more effectively apply resources to local and area wide disasters. The City's disaster plan must be updated to incorporate SEMS in order to qualify for state and federal disaster monies.

GOAL HS-8 **A community that is informed and educated about natural hazards and safety procedures, and which participates in County emergency response efforts.**

POLICIES

HS-8.1 The City shall promote greater public awareness and understanding of natural hazards.

HS-8.2 The City shall support the addition of a mandatory hazards education program to the state-required SEMS curricula.

HS-8.3 The City shall continue to support the education and awareness programs developed and distributed by public service organizations such as the Red Cross.

HS-8.4 The City shall require all sensitive facilities (facilities housing large numbers of people who have restricted mobility, i.e., hospitals, nursing homes, day care facilities, assisted care facilities, jails, etc.) to maintain and regularly update emergency response plans identifying safety procedures and evacuation routes.

HS-8.5 The City shall identify evacuation routes and procedures for all sensitive facilities and implement programs to practice evacuation and safety maneuvers.

HS-8.6 The City shall review and revise its evacuation routes periodically and make provisions for early removal of debris deposited by flood and inundation events in prioritized areas near critical and essential facilities.

HS-8.7 The City shall coordinate with County efforts to ensure efficient and integrated emergency response efforts.

HS-8.8 The City shall investigate alternative communications networks to avoid reliance on the commercial telephone system. In particular, the Fire and Police Departments shall develop a plan in conjunction with the County for the use of existing and planned radio systems to coordinate mutual aid.

HS-8.9 The City shall work with the telephone company to enable the City to declare a Telephone Communication Alert to prevent overload of the telephone system in the event of an emergency.

HS-8.10 The City shall review City resources and efforts to maintain a state of readiness in the event of an emergency.

HS-8.11 The City shall maintain lists of City staff and volunteers who are fluent in non-English languages to assist with public information services during emergency events.

HS-8.12 The City shall coordinate the revision of the City of Napa *Disaster Management Plan* to address local needs and to satisfy all state and federal emergency management system requirements.

HS-8.13 The City shall enlist the support of all City departments as well as the State Office of Emergency Services, California Department of Forestry and the Federal Emergency Management Agency (FEMA) for assistance in the preparation of a plan consistent with Standardized Emergency Management (SEMS) procedures.

HS-8.14 The City shall coordinate regular citywide training exercises that rehearse the procedures established by the *Disaster Management Plan* in order to maintain optimum readiness for disasters.

HS-8.15 The City shall maintain and equip an Emergency Operation Center (EOC) for immediate availability in the event of a disaster

HS-8.16 The City shall develop mechanisms in advance of a major emergency to cope with the subsequent rebuilding and recovery phases.

HS-8.17 The City shall identify its communication, coordination, rebuilding, and recovery role vis-a-vis the County Disaster Services, the Federal Emergency Management Agency, and the State and County Offices of Emergency Services.

HS-8.18 The City shall prepare ordinances and regulations to expedite post-disaster restoration and rebuilding, including, but not limited to, interim zoning ordinances adopted pursuant to of *Government Code* Section 65858. Such ordinances and regulations could be activated in the post-disaster phase.

HS-8.19 The City shall notify the public during a disaster that public parks and trails that may be affected by the disaster are closed to the public until further notice.

IMPLEMENTATION PROGRAMS

HS-8.A The City shall establish a Rebuilding and Recovery Organization composed of members of various City departments to develop contingency plans and programs for post-disaster rebuilding and recovery and to expedite rebuilding and recovery activities.

Responsibility: Fire Department
Public Works Department
Finance Department

Time Frame: FY 05-07

HS-8.B The City shall revise the City of Napa *Disaster Management Plan* to satisfy all State and Federal emergency management system requirements.

Responsibility: Fire Department

Time Frame: FY 99-03

HS-8.C The City shall coordinate and conduct City wide training exercises that rehearse procedures established by the *Disaster Management Plan.*

Responsibility: Fire Department
All other departments

Time Frame: Ongoing

NOISE

Noise is basically unwanted sound; thus, a person's reaction to noise is subjective. Generally, people find that the most annoying sounds are those that are loud, high-pitched or irregular. Generally, there is less objection to the constant low-level background noise typical in a residential neighborhood.

When noise becomes objectionable it can interfere with safety and communication, cause undue stress, affect the economic value of property and generally reduce the quality of life. Although noise can be considered a health problem, it should be viewed not so much in terms of actual physiological damage (e.g., hearing impairment), but rather in terms of reducing one's feeling of well-being and contributing to stress. The chief causes of noise-related health problems and stress are interference with activities such as sleep, speech, recreation and tasks requiring concentration or coordination.

Stationary noise sources (air conditioners, pool filters, compressors and industrial machinery) can be noisy distractions to people living near them. Although intermittent, such noises may occur at any time of the day of night. Regulatory noise thresholds can prevent these situations by establishing measurable development criteria to guide the site planning process and in choosing building materials. For example, fixed equipment located on any residential property can be limited to a maximum loudness of 60 db. Enforcement of such thresholds is integral to the environmental review process (CEQA) and the City's own development review and/or building permit processes.

The prevailing environmental noise in Napa is generated by motor vehicles. Autos, trucks, busses and motorcycles most likely will continue to be the major sources of noise through the year 2020. The level of noise generated by motor vehicles can be estimated only because of technological changes being driven by federal and state policies related to energy conservation and improved air quality. The noise environment is likely to be an incidental beneficiary of such changes.

Vehicle noise depends on two factors: 1) the type of vehicle being operated (such as a motorcycle); and 2) the number of vehicles being operated (high traffic levels on highways). Motor vehicle noise standards that address these factors are established by State and federal legislation and cannot be made more restrictive by local jurisdictions.

The most significant noise sources in Napa are highways (29, 121 and 221) and arterial streets (Jefferson and Trancas Streets, Soscol and Lincoln Avenues, Redwood Road, and the traffic corridor between First and Fourth Streets from Highway 29 to the downtown area.

For residential areas in the city, the upper limit of "normally acceptable" on-site exterior noise should be 60 db. Federal requirements limit residential interior levels to 45 db in sleeping areas and 50 db in non-sleeping areas. A normally acceptable noise level does not require any special noise insulation requirements and conventional construction methods can be used.

A noise level above 70 db is considered to be "normally unacceptable" (new development is discouraged and requires a detailed analysis of noise reduction requirements and provision of noise insulation design features). Between 60 db and 70 db, conventional construction can be used, but with closed windows and fresh air supply systems or air conditioning.

GOAL HS-9 **To protect Napa's residents, workers and visitors from the deleterious effects of noise.**

POLICIES

HS-9.1 The City shall require new development to meet the exterior noise level standards set out in Table 8-1. For residential areas, these exterior noise guidelines apply to backyards; exceptions may be allowed for front yards where overriding design concerns are identified.

HS-9.2 The City shall use CEQA and the development review processes to ensure that new development does not exceed City standards.

HS-9.3 The City shall use traffic management techniques to reduce the level of noise in residential neighborhoods to "normally acceptable," as shown in Table 8-1.

HS-9.4 The City shall support state and federal legislation regulating noise produced by motor vehicles.

HS-9.5 The City shall continue to enforce state muffler and exhaust laws.

HS-9.6 The City shall use the development and building permit review processes to site new construction in ways that reduce noise levels.

HS-9.7 The City shall encourage the clustering, where appropriate, of residential development in order to provide open space that can be used to distance residences from noise sources.

HS-9.8 The City shall respond to noise complaints by suggesting noise mitigation measures, and using code enforcement procedures when necessary.

HS-9.9 When feasible and appropriate, the City shall limit construction activities to that portion of the day when the number of persons occupying a potential noise impact area is lowest.

HS-9.10 The City shall encourage new development to maintain the ambient sound environment as much as possible. The City shall require new transportation-related noise sources that cause the ambient sound levels to exceed the compatibility standards in Table 8-1 to incorporate conditions or design modifications to reduce the potential increase in the noise environment.

HS-9.11 The City shall regulate construction in a manner that allows for efficient construction mobilization and activities, while also protecting noise sensitive land uses.

HS-9.12 The City shall evaluate and modify as necessary the City's designated truck routes to minimize noise impacts for sensitive land uses.

HS-9.13 The City shall require new residential projects to provide for an interior CNEL of 45 db or less due to exterior noise sources. To accomplish this, the City shall review all residential and other noise sensitive land uses within the 60 dB contours defined in the Table 8-2 and Figure 8-11 to ensure that adequate noise attenuation has been incorporated into the design of the project, or that other measures are implemented to protect future sensitive receptors.

HS-9.14 The City shall encourage new development to identify alternatives to the use of sound walls to attenuate noise impacts. Appropriate techniques include site planning such as incorporating setbacks, revisions to the architectural layout such as changing building orientation to provide noise attenuation for portions of outdoor yards, and construction modifications. In the event that sound walls are the only practicable alternative, such walls should be designed to be as visually pleasing as possible, incorporating landscaping, variations in color and patterns, and/or changes in texture or building materials.

IMPLEMENTATION PROGRAMS

HS-9.A The City shall require an acoustical analysis prior to approval of proposed development of new residential or other noise-sensitive land uses in a noise impacted area (greater than 60 dB CNEL), or a new use that could generate noise levels in excess of the normally acceptable range for adjacent noise-sensitive land uses. The acoustical analysis should be performed during the environmental review process so that noise mitigation may be an integral part of the project design. The acoustical analysis shall:

a. Be the responsibility of the applicant.

b. Be prepared by a qualified person experienced in the fields of environmental noise assessment and architectural acoustics.

c. Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions.

d. Include estimated noise levels in terms of Ldn for existing and projected future (20 years hence) conditions, with a comparison made to the adopted policies of the Safety Element.

e. Include recommendations for appropriate mitigation to achieve compliance with the adopted policies and standards of the Safety Element. Where the noise source in question consists of intermittent single events, the report must address the effects of maximum noise levels in sleeping rooms in terms of possible sleep disturbance.

f. Include estimates of noise exposure after the prescribed mitigation measures have been implemented. If compliance with the adopted standards and policies of the Noise section of this chapter will not be achieved, acoustical information to support a statement of overriding considerations for the project must be provided.

Responsibility: Planning Department

Time Frame: Ongoing

HS-9.B The City shall continue to enforce Title 24 of the *California Administrative Code* noise insulation requirements for new or significantly remodeled structures.

Responsibility: Public Works Department (Building Division)

Time Frame: Ongoing

Table 8-1

LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS

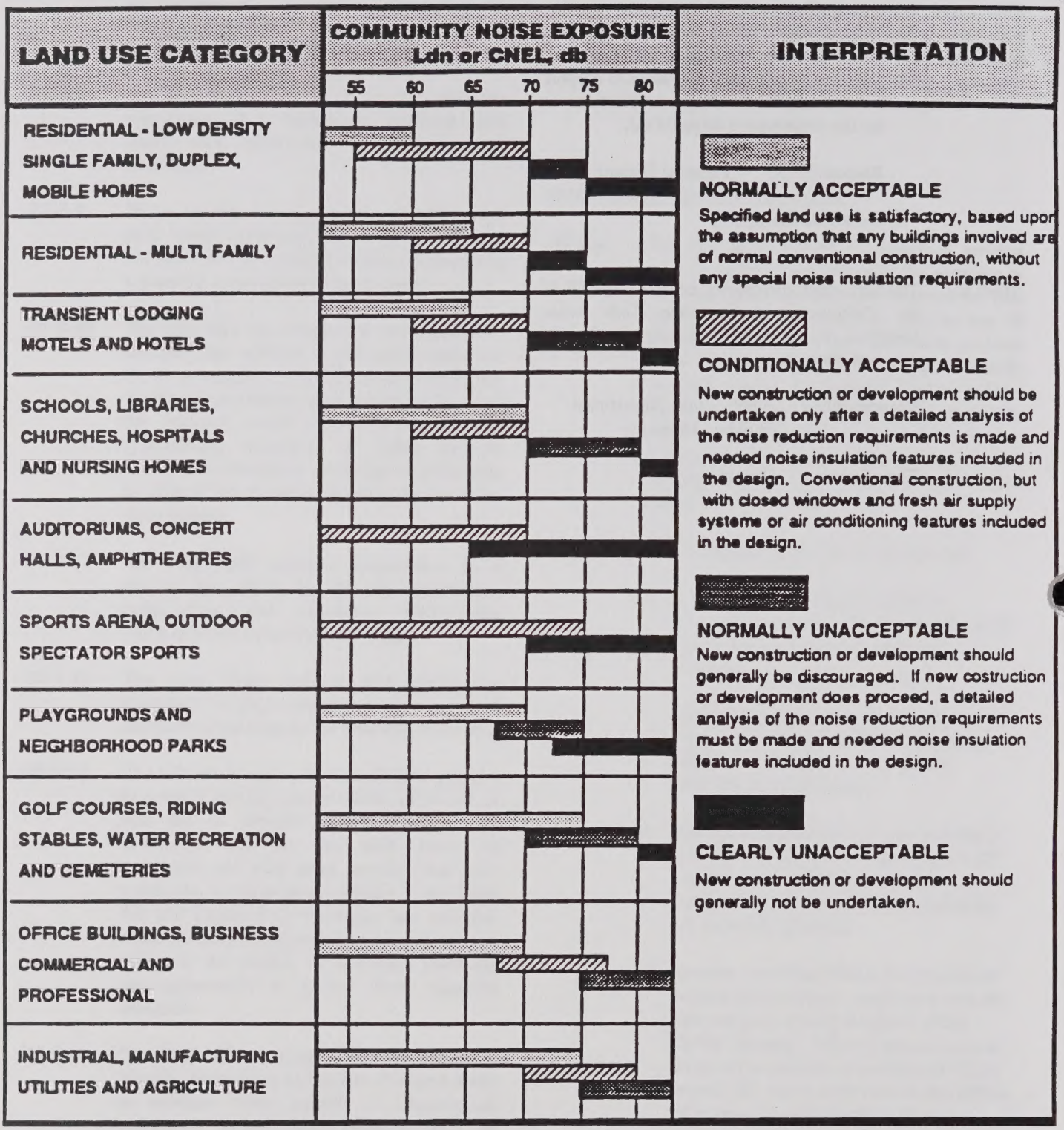

Table 8 - 2
City of Napa Projected 2020 Roadway Noise Contours

Roadway Segment	ADT	Average Vehicle Speed	SPL at 50 feet	Perpendicular Distance from Roadway Centerline to Contour in feet (hard/soft)[1]			
				75 CNEL	70 CNEL	65 CNEL	60 CNEL
State of California Highways/Freeways							
SR 29							
Southern city limits to Trower	46500	60	79.6	144/101	456/218	1442/470	4560/1013
Trancas to Trower	49200	60	79.9	154/106	488/228	1545/492	4886/1060
Trower - northern city limits	38000	55	77.7	93/75	294/163	931/351	2944/756
SR 12 w/o SR 29	24000	55	75.4	54/53	173/114	548/246	1733/531
SR 121							
Silverado Trail s/o First Street	12800	35	67.9	-	-	97/78	308/168
Silverado Trail - First to Lincoln	16700	35	69.2	-	-	131/95	415/205
Silverado Trail n/o Lincoln	14200	35	68.4	-	-	109/84	345/181
SR 221 s/o Imola	35900	50	76.4	69/61	218/133	690/287	2182/619
Major Arterials							
Jefferson Street - Fifth to Trower Ave.	17100	35	69.3	-	-	134/96	425/208
Soscol Ave. - Silverado Trail to Trancas St.	32000	35	72.5	-	88/73	281/158	889/340
Redwood Road - Dry Creek Rd. to SR 29	10800	35	67.1	-	-	81/69	256/148
Trancas St. - SR 29 to eastern city limits	27800	35	71.8	-	75/65	239/142	756/305
Lincoln Ave. - SR 29 to Silverado Trail	7500	35	65.3	-	-	53/52	169/112
First Street - Browns Valley Rd. to California Blvd.	21000	35	70.3	-	53/52	169/112	535/243
Imola Ave. - SR 29 to Soscol Ave.	26500	35	71.5	-	70/62	223/135	706/292
Minor Arterials							
Dry Creek Rd. - Redwood Rd. to Trower Ave.	5500	30	63.3	-	-	-	106/82
Jefferson St. - Trower Ave. to Salvador Ave.	4700	30	62.6	-	-	-	90/74
Jefferson St. - Fifth St. to southern terminus	19100	30	69.2	-	-	131/95	415/205
Big Ranch Road - Trancas St. to northern city limits	6800	30	64.2	-	-	-	131/95
Browns Valley Rd. - Redwood Rd. to First St.	10200	30	66.1	-	-	64/59	203/127
Main Street - Fifth Street to Pearl St.	6700	30	64.2	-	-	-	131/95
Salvador Ave. - Linda Vista Ave. to Big Ranch Rd.	2800	30	60.3	-	-	-	53/52
Trower Ave. - Dry Creek Rd. to Sierra Ave.	6900	30	64.3	-	-	-	134/96
Redwood Rd. - western city limits to Dry Creek Rd.	6100	30	63.8	-	-	-	119/89
First Street - Silverado Trail to California Blvd.	14800	30	68.0	-	-	99/79	315/170
Second St. - California Blvd. to Main St.	11000	30	66.5	-	-	70/62	223/135
Third St. - Silverado Trail to California Blvd.	12500	30	67.1	-	-	81/69	256/148
Coombsville Rd. - Silverado Trail to eastern city limits	7100	30	64.4	-	-	-	137/98
Fourth St. - Third Street to Coombs St.	1200	30	57.0	-	-	-	-

Table 8 – 2 (cont.)
City of Napa Projected 2020 Roadway Noise Contours

Roadway Segment	ADT	Average Vehicle Speed	SPL at 50 feet	Perpendicular Distance from Roadway Centerline to Contour in feet (hard/soft)[1] 75 CNEL	70 CNEL	65 CNEL	60 CNEL
Minor Arterials (continued)							
Old Sonoma Rd. - western city limits to Jefferson St.	5700	30	63.4	-	-	-	109/84
Imola Ave. - Foster Rd. to SR 29	11800	30	66.8	-	-	75/65	239/142
Imola Ave. - SR 221 to eastern city limits	6500	30	64.0	-	-	-	125/92
Collectors							
Austin Way / Pinewood Drive	900	25	54.6	-	-	-	-
Beard Rd.	*	*					
Brown St. - Vallejo St. to Coombs St.	*	*					
Browns Valley Rd. - Buhman Ave. to Redwood Rd.	2600	25	58.7	-	-	-	-
Buhman Ave.	5200	25	61.7	-	-	-	73/64
Byway East	300	25	51.4	-	-	-	-
California Blvd. / Ornduff St.	6800	25	62.9	-	-	-	97/78
Calistoga St.	5600	25	62.0	-	-	-	79/67
Clark St.	2400	25	58.3	-	-	-	-
Coombs St. - Brown St. to Imola Ave.	9300	25	64.4	-	-	-	137/98
East Ave.	2100	25	57.8	-	-	-	-
Dry Creek Rd. - RUL Line to Trower Ave.	1800	25	57.2	-	-	-	-
El Centro Ave.	1700	25	57.0	-	-	-	-
Fifth St. - Coombs St. to Main St.	*	*					
Foothill Blvd.	1100	25	55.3	-	-	-	-
Foster Rd.	2200	25	58.0	-	-	-	-
Franklin St.	*	*					
Golden Gate Dr.	300	25	51.4	-	-	-	-
Kansas Ave.	5400	25	61.8	-	-	-	75/65
Laurel St.	1500	25	56.5	-	-	-	-
Linda Vista Ave.	2700	25	58.8	-	-	-	-
Main St. - Pueblo Ave. to Pearl St.	4600	25	61.1	-	-	-	64/59
Montecito Blvd.	*	*					
Orchard Ave.	2300	25	58.2	-	-	-	-
Partrick Rd.	*	*					
Pearl St.	5600	25	62.0	-	-	-	79/67
Pueblo Ave.	7500	25	63.4	-	-	-	109/84
Randolph St. - Pearl St. to Fourth St.	*	*					
Robinson Ln.	5000	25	61.5	-	-	-	70/62
Seminary St. - Calistoga St. to Third St.	*	*					
Sierra Ave.	3800	25	60.3	-	-	-	53/52
Shetler Ave.	*	*					
Shurtleff Ave.	1600	25	56.7	-	-	-	-
Solano Ave.	3700	25	60.2	-	-	-	52/51
Sousa Ln.	1700	25	57.0	-	-	-	-
Spruce St.	*	*					
Stanley Ln.	*	*					

Table 8 – 2 (cont.)
City of Napa Projected 2020 Roadway Noise Contours

Roadway Segment	ADT	Average Vehicle Speed	SPL at 50 feet	Perpendicular Distance from Roadway Centerline to Contour in feet (hard/soft)(†)			
				75 CNEL	70 CNEL	65 CNEL	60 CNEL
Collectors (continued)							
Terrace Dr.	400	25	52.1	-	-	-	-
Terra Verde Dr.	*	*					
Thompson Ave.	1700	25	57.0	-	-	-	-
Vallejo St.	*	*					
Walnut St.	*	*					
West Pueblo Ave.	4000	25	60.5	-	-	-	56/53
West Salvador Dr. (now Wine Country Dr.)	2200	25	58.0	-	-	-	-
Westview Dr.	3200	25	59.6	-	-	-	-
Yajome St.	*	*					

All Sound Pressure Levels (SPL's) given in A-weighted decibels or dBA. Contour lines given to nearest foot.
Calculated using an assumed vehicle mix of 96% Cars, 2% Med. Trucks, 2% Heavy Trucks. Free flow vehicle speeds utilized.

(†): Assumed to be line-of-sight distance. Upper values indicate hard-site propagation distance, lower values indicate soft-site propagation distance.
(*): Traffic data not available.
(-): Noise contour is coincident with traffic right-of-way taken as 50 feet from centerline.
Traffic Data Source: Dowling Associates. Inc., 1996.

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Figure 8-11

2020 Representive Roadway Noise Contours (as detailed in Table 8-2)

North

725' 1/2 Mile 1 Mile 3 Miles

0

Roads with over 70 SPL at 50' from CL

Roads with over 60 SPL at 50' from CL

envision NAPA 2020

Chapter 9

Administration

CHAPTER 9 ADMINISTRATION

INTRODUCTION

The effectiveness of the General Plan ultimately depends on how it is implemented and maintained over time. State law requires that most actions of local governments affecting the physical environment be consistent with the general plan, and sets out guidelines for the plan's monitoring, updating, and amendment.

This chapter contains goals, policies, and programs addressing ongoing administration and implementation of the General Plan, and laying out standards for amending the RUL, based on City criteria and City-County agreements.

ADMINISTRATION AND IMPLEMENTATION

This section contains goals, policies, and programs to ensure that the City of Napa maintains attention to the General Plan by providing for routine review and update of the *Policy Document* and *Background Report* and ensuring that other City regulations and ordinances are consistent with the General Plan.

GOAL A-1 **To provide for the ongoing administration and implementation of the General Plan.**

POLICIES

A-1.1. The City shall review the *General Plan* annually and revise it as deemed necessary.

A-1.2. The City shall conduct a major review of the *General Plan*, including the *General Plan Policy Document* and *Background Report*, every five years and revise it as deemed necessary.

A-1.3. The City shall review and amend, as necessary, applicable ordinances and regulations to ensure consistency with the *General Plan*.

IMPLEMENTATION PROGRAMS

A-1.A The Planning Commission shall review the *General Plan* annually, focusing principally on actions undertaken in the previous year to carry out the implementation programs of the Plan. The Planning Commission's report to the City Council shall include, as the Commission deems appropriate, recommendations for amendments to the *General Plan*. This review shall also be used to satisfy the requirements of *Public Resources Code* §21081.6 for a mitigation monitoring program for this General Plan.

Responsibility: Planning Commission; Planning Department

Time Frame: Annually

A-1.B The City shall conduct a major review of the *General Plan*, including the *General Plan Policy Document* and *Background Report*, every five years and revise it as deemed necessary.

Responsibility: City Council; Planning Commission; Planning Department

Time Frame: FY 04-05; every five years thereafter

A-1.C The City shall investigate and implement, as appropriate, mechanisms to be used for funding the five-year update of the General Plan.

Responsibility: City Manager; Finance Department; Planning Department

Time Frame: Ongoing

A-1.D The City shall review and may amend, as necessary, applicable ordinances and regulations referenced herein to ensure consistency with the *General Plan*. These shall include the following:

a *Zoning Ordinance*
b *Subdivision Ordinance*

c. Development standards
d. Capital Improvement Program

Responsibility: Planning Department; Public Works Department

Time Frame: Ongoing

A-1.E The City shall implement the provisions of this General Plan through its ongoing project review process.

Responsibility: City Council; Planning Commission; Planning Department

Time Frame: Ongoing

RURAL URBAN LIMIT

The City's Rural Urban Limit (RUL) is the City's urban growth boundary, established through City and County policy, and voter-approved initiatives. Recognizing the General Plan amendments to adjust the RUL may be proposed from time to time, this section lays out a set of criteria for consideration of any such proposals.

GOAL A-2 **To ensure that any expansions of the RUL are consistent with City and County goals for environmental protection and growth management.**

POLICIES

A-2.1. The Rural Urban Limit (RUL) shall define the extent of urban development through the year 2020. Any proposal for inclusion within the RUL shall be judged according to the criteria set out below. Since the urban area within the RUL is mutually recognized by the County and City as the most appropriate location for urban uses, all sites must be contiguous to the existing RUL in order to be considered for inclusion. The decision to include or not to include an area in the RUL should not be based on any single criterion.

a. RUL modifications should use natural features (e.g., watercourses, ridgelines) as boundaries so as to create physical separation between adjacent land uses, act as a buffer between urban and rural uses, and delineate a permanent urban boundary;

b. Land proposed for inclusion should not include Class I and II soils (as defined by the U.S. Soil Conservation Service) and active commercial vineyards or other intensive agriculture;

c. Land proposed for inclusion should generally be suitable for urban development; it should not include significant wetlands or other important natural resource lands, or be so constrained by environmental factors (e.g., steep slopes, flood impacts) as to be unsuitable for development;

d. Land proposed for inclusion should help to establish a logical and contiguous development pattern and be accessible to urban services (e.g., water, sewer, city fire protection, schools, parks);

e. The City should seek to avoid including land that would, if developed, have significant negative visual impacts on the existing city;

f. The City may choose to expand the RUL in order to allow for City-controlled development and/or conservation at gateways into Napa that affect the "image of the city."

APPENDICES

APPENDIX A

GLOSSARY OF GENERAL PLAN TERMS

APPENDIX A
GLOSSARY OF GENERAL PLAN TERMS

Definitions of terms used throughout this general plan rely on applicable statutory definitions when they appear in California law, and are implicit to the general plan. Definitions appearing the city of Napa Municipal Code are also incorporated by reference when they are not otherwise defined in this section. In cases where terms are not defined in this section, and the City's Municipal Code and state statute conflict, the more restrictive of the two shall be considered to govern. When defined in this section, the general plan definition will prevail, unless it explicitly conflicts with definitions appearing in applicable state or federal laws.

Key words necessary to understand the various general plan elements, which may not be defined by federal, state or local laws, are defined below for the reader's convenience:

Access/Egress The ability to enter a site from a roadway and exit a site onto a roadway by motorized vehicle.

Acre Foot The quantity of water required to cover one acre one foot deep. One acre foot equals 325,850 gallons.

Acres, Gross The entire acreage of a site, including proposed rights of way, easements, environmental lands, etc.

Acres, Net The acreage of a site, not including public or private road rights-of-way.

Adverse Impact A negative consequence for the physical, social, or economic environment resulting from an action or project.

Agriculture The use of land for agricultural purposes, including farming, dairying, pasturage, horticulture (including Christmas trees), floriculture, viticulture, apiaries, and animal farms; but not including stockyards or the commercial feeding of garbage or offal to swine or other animals.

Agricultural Land Lands with commercially productive soils and/or in viable agricultural production. Two distinctions are made; long-term agricultural lands where no urban or suburban development has or is planned to occur; and short-term agricultural lands, which are within the sphere of influence of a city or are planned for residential, commercial, or industrial development by the county.

Airport Clear Zone A designated area of land that is subject to peak aircraft noise and on which there is the highest potential of danger from airport operations.

Alluvial Soils deposited by stream action.

Ambient Surrounding on all sides; this term is used to describe measurements of existing conditions with respect to traffic, noise, air and other environments.

Apartment (1) One or more rooms of a building used as a place to live, in a building containing at least four units used for the same purpose; (2) A separate suite, not owner occupied, which includes kitchen facilities and is designed for and rented as the home, residence, or sleeping place of one or more persons living as a single housekeeping unit.

Aquifer An underground, water bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage.

Aquifer Recharge The replenishment of ground water in an aquifer.

Archaeological Relating to the material remains of past human life, culture, or activities.

Architectural Review Regulations and procedures requiring the exterior design of buildings and structures to be suitable, harmonious, and in keeping with the general appearance, historical character, and/or style of surrounding areas. A process used to exercise control over the design of buildings and their settings.

Arterial Street Arterials provide service that is relatively continuous and of medium to high traffic volume (10,000 - 35,000+ average daily trips), long trip length, and medium to high operating speeds (30 -45 mph). Arterials provide intra-community travel and access to the countywide highway system, have restricted parking, and access control with signals at important intersections and stop signs on the side streets.

Association of Bay Area Governments (ABAG) The Council of Governments for the Bay Area. ABAG is composed of the nine counties that abut the San Francisco Bay; Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Attached Dwelling Unit A single-family dwelling attached to one or more single-family dwellings by a common vertical wall.

Average The arithmetic mean – A number that typifies a set of numbers of which it is a function.

Base Wastewater Flow (BWF) Refers to the amount of sewage incoming for treatment.

Bicycle Boulevard An onstreet Class III bikeway, with traffic-calming design features that enhance bicycle use.

Bicycle Lane (Class II facility) A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

Bicycle Path (Class I facility) A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.

Bicycle Route (Class III facility) A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.

Bikeways A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

Blighted Area An area where there are a substantial number of slum, deteriorated, or deteriorating structures and conditions that endanger life or property by fire or other causes or one or more of the following factors that substantially impairs or arrests the sound growth of a county or municipality and is a menace to the public health, safety, morals, or welfare in its present condition and use: predominance of defective or inadequate street layout; faulty lot layout in relation to size, adequacy, accessibility, or usefulness; unsanitary or unsafe conditions; deterioration of the site or other improvements; tax or special assessment delinquency exceeding the fair value of the land; and/or diversity of ownership or defective or unusual conditions of title that prevent the free alienability of land within the deteriorated or hazardous area.

Buffer Zone An area of land separating two distinct land uses that acts to soften or mitigate the effects of one land use on the other.

California Environmental Quality Act (CEQA) A State law requiring state and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action of the proposed project. General Plans require the preparation of a "program EIR".

Caltrans California Department of Transportation.

Capital Improvement Physical assets constructed or purchased to provide, improve or replace a public facility and that are large in scale and high in cost. The cost of a capital improvement is generally nonrecurring and may require multi-year financing.

Capital Improvements Program (CIP) A multi-year (usually five or six) schedule of capital improvement projects, including cost estimates and priorities, budgeted to fit financial resources. The CIP, administered by a city or county government and reviewed by its planning commission, schedules permanent improvements needed in the future, taking into consideration the projected fiscal capability of the local jurisdiction. The CIP is generally reviewed annually for conformance to and consistency with the general plan.

Carbon Dioxide A colorless, odorless, non-poison gas that is a normal part of the atmosphere.

Carbon Monoxide A colorless, odorless, highly poisonous gas produced by automobiles and other machines with internal combustion engines that imperfectly burn fossil fuels such as oil and gas.

Catchment Area of collection – or – a structure, such as a basin, for collecting drainage water.

Cluster Development Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Clustering The practice of grouping permitted types of residential uses close together rather than distributing them evenly throughout a site while remaining at/or below the permitted density.

Collector Street Collectors distribute traffic between local streets and/or arterials, providing circulation within and between neighborhoods. Collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to the arterial network. Collectors provide service at relatively moderate traffic volumes (5,000-20,000 average daily trips), trip length, and operating speed (25-30 mph).

Commercial Uses Activities within land areas that are predominantly connected with the sale, rental and distribution of products, or performance of services.

Community Noise Equivalent Level (CNEL) A 24-hour energy equivalent level derived from a variety of single noise events, with weighting factors of 5 and 10 dBA applied to the evening (7:00 to 10:00 p.m.) and nighttime (10:00 p.m. to 7:00 am) periods, respectively, to allow for the greater sensitivity to noise during these hours.

Community Park Land with full public access intended to provide recreation opportunities beyond those supplied by the neighborhood parks. Community parks are larger in scale than neighborhood parks but smaller than regional parks.

Compatible Capable of existing together without conflict or ill effects.

Concurrency A regulation specifying that before a development permit can be issued, what public facilities must be provided to the proposed development, when these facilities will be provided, and who will pay for them.

Condominium A structure of two or more units, the interior spaces of which are individually owned; the balance of the property (both land and building) is owned in common by the owners of the individual units.

Congregate Housing Facility A type of housing for the elderly where meals are provided in common dining facilities and which may include housekeeping, recreation, and other services as a part of an overall package of services.

Conservation The management of natural resources to prevent waste, destruction or neglect.

Conservation Uses Activities within land areas designated for the purpose of conserving or protecting natural resources or environmental quality, including areas designated for such purposes as flood control, protection of quality or quantity of groundwater or surface water, floodplain management, fisheries management, or protection of vegetative communities and wildlife habitats.

Convenience Goods Retail items generally necessary or desirable for everyday living, usually purchased at a convenient nearby location. Because these goods cost relatively little compared to income, they are often purchased without comparison shopping.

Council of Governments (COG) Most regions in the State of California have a designated "Council of Governments," a voluntary association of local governments. The regions are defined by the State of California, and COG's are assigned certain tasks by the State (such as preparing projections and distributing fair share housing needs).

dB Decibel; a unit used to express the relative intensity of a sound as it is heard by the human ear.

dBA The "A-weighted" scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness, though the noise is actually ten times more intense.

Dedication The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses are often made conditions for approval of development.

Density The average number of dwelling units or employees per unit of area (square feet, acre, square mile, etc.). Density generally refers to residential uses.

Density Bonus The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is planned or zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California's housing laws, a housing development that provides 20% of its units for lower income households, or 10% of its units for very low income households, is entitled to a density bonus.

Density, Gross The number of dwelling units per gross acre. Gross acreage is the total amount of raw land, including all public or private road rights-of-way.

Density, Net The number of dwelling units per net developable acre (acreage of the site, not including public or private road rights-of-way.

Density, Residential The number of permanent residential dwelling units per acre of land. Densities specified in the general plan may be expressed in units per gross acre or per net developable acre (See *Acres, Gross* and *Acres, Net*).

Density Transfer A way of retaining open space by concentrating densities, usually in compact areas adjacent to existing urbanization and utilities, while leaving unchanged historic, sensitive, or hazardous areas. In some jurisdictions, for example, developers can buy development rights of properties targeted for public open space and transfer the additional density to the base number of units permitted in the zone in which they propose to develop.

Detached Dwelling Unit A single-family dwelling which is not attached to any other dwelling by any means.

Destination Resort A hotel or motel which provides commercial retail and service uses oriented to tourists and other visitors to the community. It may include lodging units configured as single, detached units and as clusters of multiple, attached units surrounding central dining, entertainment, conference, meeting room and related facilities. A lodging unit may range from a unit with one or more bedrooms with related amenities to a unit similar to a dwelling, including its own automobile parking space or carport. Within the destination resort, some portion of the lodging units may be owned by the resort operator and remainder may be owned by others who may make their units available through the resort operator for occupancy by resort guests. In addition to the lodging units contained within the resort, this designation includes contiguous cottages, casitas, condominiums, and other housing units which may be made available to the guest of the resort.

Developable Land Land that is suitable as a location for structures and that can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas.

Development The physical extension and/or construction of urban land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetation cover (with the exception of agricultural activities). The making of any material change in the use of any building or other land is development, while routine repair and maintenance activities are not.

Development Phasing The process by which a large scale project is built in stages over a period of time, concurrent with market conditions or the provision of public facilities.

Dwelling Unit A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), which constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long term basis.

Easement Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals in order to install and maintain utility facilities.

Educational Uses Activities and facilities of public or private primary or secondary schools, vocational and technical schools, and colleges and universities, including the areas of buildings, campus open space, dormitories, recreational facilities and parking.

Effluent Wastewater leaving a plant.

Elderly Housing Typically one and two bedroom apartments designed to meet the needs of persons 62 years of age or older or, if more than 150 units, persons 55 years of age and older, and restricted to occupancy by them. (See *Congregate Living Facility*)

Enclave A geographical area that is surrounded partially or totally by land managed by another jurisdiction, and for which the management of that area by the governing jurisdiction is impeded because of its inaccessibility.

Endangered Species A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

Enhance, v. To improve existing conditions by increasing the quantity or quality of beneficial uses.

Environmental Impact Report (EIR) A report that assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action. (See *California Environmental Quality Act*)

Established Neighborhood A neighborhood where platted lands are at least eighty percent developed and occupied.

Expansive Soils Soils that swell when they absorb water and shrink as they dry.

Expressway A divided multi-lane arterial highway for through traffic with full or partial access control and (generally) grade separations at major intersections.

Family (1) Two or more persons related by birth, marriage or adoption [U.S. Bureau of the Census]; (2) An individual or a group of persons living together who constitute a *bona fide* single family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club or other group of persons occupying a hotel, lodging house or institution of any kind.

Fire Hazard Zone An area where, due to slope, fuel, weather, or other fire-related conditions, the potential loss of life and property from a fire necessitates special fire protection measures and planning before development occurs.

Firm Yield The amount of water a supply source can provide on a continuous basis, without deficit, under a full range of hydrological conditions (may be based on records of previous 40 or 50 years.) Since that is a worse-case scenario, supply is sometimes measured by a percentage of time a particular yield can be supplied. For example, Lake Hennessey can supply a minimum of 5,000 Ac-Ft/Yr. all the time (firm yield), but it can provide 12,000 Ac-Ft/Yr. 80 percent of the time (80 percent firm yield).

Flood Plain (Floodway Fringe) Areas inundated during a 100-year flood event or identified by the National Flood Insurance Program as an A Zone or V Zone on Flood Insurance Rate Maps or Flood Hazard Boundary Maps. The city of Napa's flood plain is the land surface that floods when the Napa River or any of the existing streams carry flows in excess of their capacity and overtop their banks. A projected flood plain boundary depends on the magnitude of the projected flood related to its assigned frequency (i.e., the average period of time between floods that reach to the projected flood plain boundary).

Floodway The flood flow area immediately adjacent to the stream channel that accommodates the flood water displaced by the encroachments into the flood plain. An important component of the floodway concept is that this additional displaced water in the floodway will not result in a flood elevation increase (i.e., surcharge) in the floodway of more than one foot.

Floor Area Ratio (FAR) The maximum gross floor area permitted on a site divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net. sq. ft. of land area, a Floor Area Ratio of 1.0 will allow 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 sq. ft. of floor area; an FAR of 2.0 would allow 20,000 sq. ft., and an FAR of 0.5 would allow only 5,000 sq. ft. This concept is used for regulating the intensity of commercial development in the same way that density is used to measure residential development. Also commonly used in zoning, FAR's typically are applied on a parcel by parcel basis as opposed to an average FAR for an entire land use or zoning district.

Freeway A high speed, high capacity, limited access transportation facility serving regional and countywide travel. Such roads are free of tolls, as contrasted with "turnpikes" or other "toll roads," which have begun to be introduced in California. Freeways are generally used for long trips between major land use generators. At Level of Service "E", they carry approximately 1,875 vehicles per lane per hour, in both directions. Major streets cross at a different grade level.

Gateway A point along a roadway entering the city at which a motorist gains a sense of having left the environs and of having entered the city.

Geologic Review The analysis of geologic hazards, including all potential seismic hazards, surface ruptures, liquefaction, landsliding, mudsliding, and the potential for erosion and sedimentation.

Goal A general, long term aim or end toward which programs or activities are ultimately directed.

Greenbelt An open space area surrounding an urbanized community; sometimes defined as an open space buffer separating one community from another. A greenbelt is generally composed of different types of open space: parks, agricultural land, land with other important natural resource values, and land that is left open to protect the public health and safety.

Groundwater Water under the earth's surface, often confined to aquifers, capable of supplying wells and springs.

Groundwater Recharge The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water holding rocks that provide underground storage (See *Aquifer*).

Growth Management A method to guide development in order to minimize adverse environmental and fiscal impacts and maximize the health, safety, and welfare benefits to the residents of the community.

Habitat The physical location or type of environment in which an organism or biological population lives or occurs.

Hazardous Material Any material that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

Highway High speed, high capacity, limited access transportation facility serving regional and countywide travel. Highways may cross at a different grade level.

Hillside Land that has an average percent of slope equal to or exceeding fifteen percent.

Historic An historic building or site is one that is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

Historic Preservation The preservation of historically significant structures and neighborhoods in order to facilitate restoration and rehabilitation of the building(s) to a former condition.

Historic Resources All areas, districts or sites containing properties listed on the city of Napa Master List of Historic Properties, California Master Site File, or the National Register of Historic Places.

Household All those persons, related or unrelated, who occupy a single housing unit. (See *Family*)

Housing Unit The place of permanent or customary abode of a person or family. A housing unit may be a single family dwelling, multifamily dwelling, condominium, modular home, mobile home, cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. (See *Dwelling Unit, Family*, and *Household*)

Impact The effect of any direct manmade actions or indirect repercussions of manmade actions on existing physical, social, or economic conditions.

Impact Fee A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise unmitigated impacts the project will produce. California Government Code Section 66000, et seq., specifies that development fees may not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Infill Development Development on scattered vacant sites within the urbanized area of a community.

Influent Wastewater coming into a treatment plant.

Infrastructure Those manmade structures serving the common needs of the population, such as: sewage disposal systems; potable water systems; potable water wells serving a system; solid waste disposal sites or retention areas; stormwater systems; utilities; piers; docks; wharves; breakwaters; bulkheads; seawalls; revetments; causeways; marinas; navigation channels; bridges; roadways; and streets.

Institutional (1) Privately owned and operated activities that are institutional in nature, such as hospitals, museums, and schools; (2) churches and other religious institutions; and (3) other nonprofit activities of an education, youth, welfare, or philanthropic nature that cannot be considered a residential, commercial or industrial activity.

Intensity A measure of land use activity based on density, use, mass, size, and/or impact.

Interchange A system of interconnecting roadways in conjunction with one or more grade separations, providing for the interchange of traffic between two or more roadways on different levels.

Landscaping Planting, including trees, shrubs, and ground covers, suitably designed, selected, installed, and maintained so as to enhance a site, street, or roadway permanently.

Land Use The occupation or use of land or water area for any human activity or any purpose defined in the general plan.

Land Use Designation A classification used to designate, geographically on a map and/or in text form, what activities are permitted within the area designated.

Land Use Diagram The graphic aid(s) intended to depict the spatial distribution of various land uses by land use category, subject to the goals, policies, implementation measures; and the exceptions and provisions of the Land Use Element text and applicable land development regulations.

Land Development Regulations Ordinances enacted by local governing bodies for the regulation of any aspect of development, including any local government zoning, rezoning, subdivision, building construction or sign regulations or any other regulations controlling the development of land.

Laterals The sewer lines that connect users to sewer mains.

L_{dn} (Day-Night Average Sound Level) The A-weighted average sound level for a given area (measured in decibels) during a 24 hour period with a 10 dB weighting applied to nighttime sound levels. The L_{dn} is approximately

numerically equal to the CNEL for most environmental settings.

Level of Service (LOS) An indicator of the extent or degree of service provided by, or proposed to be provided by a facility based on and related to the operational characteristics of the facility. Level of service generally indicates the capacity per unit of demand for each public facility.

Limited Access Facility A roadway especially designed for through traffic, and over, from, or to which owners or occupants of abutting land or other persons have no greater than a limited right or easement of access.

Linear Retail Areas characterized by free standing retail and office uses lining high volume roads, which experience decreased operating speeds as a result of the multiple curbcuts, signage and other site design factors associated with such uses. This type of development pattern is also referred to as strip commercial.

Liquefaction The transformation of loose water saturated granular materials (such as sand or silt) from a solid into a liquid state. A type of ground failure that can occur during an earthquake.

Live-Work Unit A building or space in a building that is designed to provide both dwelling and work accommodations for the occupant.

Local Street A street providing service adequate for relatively low traffic volumes, short average trip lengths or minimal through traffic movements, and high volume land access for abutting property. (See *Street, Minor*)

Lot of Record A lot that is part of a subdivision, the plat of which has been recorded in the Office of the Clerk of the Circuit Court of Napa County; or any parcel of land, whether or not part of a subdivision, that has been officially recorded by a deed in the office of the Clerk, provided such lot met the minimum dimensions for lots in the zoning district in which it was located at the time of recording, or was recorded prior to the effective date of zoning in the area where the lot is located and met the requirements of any subdivision regulations in effect at the time of the recording.

Low Income Household (Family) A household with an annual income usually no greater than 80% of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

Low Mobility Use A use involving a concentration of people that would require assistance, supervision or special transportation to travel from the site, such as schools, hospitals and nursing homes.

Maintain, v. To keep in an existing state.

Mass Transit Passenger services provided by public, private or non-profit entities such as the following surface transit modes: commuter rail, rapid rail transit, light rail transit, fixed guideway transit, express bus, and local fixed route bus.

Mean The average of a set of numbers, calculated by adding all numbers of a set and dividing by the number of the numbers in the set.

Median The mid-point in a range of numbers, above and below which lie an equal number of values.

Metropolitan Transportation Commission (MTC) The Bay Area's regional transportation agency, responsible for coordinating the provision of transportation services and developing the region's priorities for expenditure of State and Federal transportation funding.

Minimize, v. To reduce or lessen, but not necessarily to eliminate.

Mitigate, v. To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mixed Use Properties on which various uses, such as office, commercial, institutional and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. Land uses, which when combined constitute mixed or

multiple uses, exclude parks, golf courses, schools, and public facilities (fire stations, utility substations, etc.).

Mobile Home A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single family dwelling unit and that (1) has a minimum of 400 square feet of living space; (2) has a minimum width in excess of 102 inches; (3) is connected to all available permanent utilities; and (4) is tied down (a) to a permanent foundation on a lot either owned or leased by the homeowner or (b) is set on piers, with wheels removed and skirted, in a mobile home park under a lease with a minimum period of one year. If fabricated after June 15, 1976, each section bears a U.S. Department of Housing and Urban Development label certifying that it is built in compliance with the federal Manufactured Home Construction and Safety Standards.

Moderate Income Household (Family) A household with an annual income between the lower income eligibility limits and 120 percent of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See *Low Income Household*)

Multiple Family Building (Multi-Family) A detached building designed and used exclusively as a dwelling by four or more families occupying separate suites.

Neighborhood Park City owned land intended to serve the recreation needs of people living or working within a one-half mile radius of the park.

Nexus A "connection" or "linkage". Generally referred to in regards to Assembly Bill 1600 that requires jurisdictions show a reasonable nexus between the fees charged new development and the cost of providing new services to the development.

Nitrogen Oxide(s) A reddish brown gas that is a byproduct of combustion and ozone formation processes. Often referred to as NOX, this gas gives smog its "dirty air" appearance.

Node A focal point within the context of a larger, contiguous area surrounding it. A node is an area of concentrated activity that attracts people from outside its boundaries for purposes of interaction within that area.

Noise Contour A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 L_{dn} contour (measured in dBA) require noise attenuation in residential development.

Objective A specific, measurable, intermediate end that is achievable and marks progress toward a goal. An objective should be achievable and, where possible, should be measurable and time specific.

Office A structure for conducting business, professional, or governmental activities in which the showing or delivery from the premises of retail or wholesale goods to a customer is not the typical or principal activity. Office uses include general business offices, medical and professional offices, administrative or headquarters offices for large wholesaling or manufacturing operations, and research and development.

Open Space Any parcel or area of land or water that is unimproved and suitable for purposes of (1) preservation of natural resources, (2) managed production of resources, (3) outdoor recreation, and/or (4) public health and safety.

Outfall The natural or manmade stormwater conveyance system that drains the land.

Overlay A land use designation on a land use map, or a zoning designation on a zoning map, which modifies the basic underlying designation in some specific manner.

Ozone A tri-atomic form of oxygen (O_3) created naturally in the upper atmosphere by a photochemical reaction with solar ultraviolet radiation. In the lower atmosphere, ozone is a recognized air pollutant that is not emitted directly into the environment, but is formed by complex chemical reactions between oxides of nitrogen and reactive organic compounds in the presence of sunlight, becoming a major agent in the formation of smog.

Paratransit Transportation services that operate vehicles (e.g., buses, jitneys, taxis, and vans) in a curb to curb,

demand/response mode.

Park Open space land on which the primary purpose is recreation. (See *Community Park* and *Neighborhood Park*)

Parking Ratio The number of parking spaces provided per 1,000 square feet of floor area (e.g., 2:1 or "two per thousand").

Parkway An expressway or arterial designed for noncommercial traffic only, usually located within a strip of landscaped park or natural vegetation.

Peak Hour/Peak Period For any given roadway, a daily period during which traffic volume is highest, usually occurring during morning and evening commute times. Where "F" Levels of Service exist, the "peak hour" may stretch into a "peak period" of several hours duration.

Planned A future project, event, or land area use that has been anticipated and prepared for, usually with a site plan, a land use plan and/or the Capital Improvement Program and Budget.

Planned Development (PD) A project designed as a single entity with one or more buildings, amenities and other features, the details of which are governed by the requirements of a site plan, approved by permit or through special zoning. Planned development projects may include one or a mixture of land uses and are typically characterized by significant variations from development standards, such variations being necessary to encourage high quality, innovative design and/or to preserve open space, natural features and other site constraints.

Platting A term used to describe the configuration or pattern of subdivided parcels.

Policy The way in which programs and activities are conducted to achieve an identified goal. A general direction that a governmental agency sets to follow, in order to meets its goals through implementation measures or action programs. (See *Program*)

Pounds per Square Inch (PSI) A unit of pressure, usually employed in measurements of water system capacity.

Programmed A facility that has been officially scheduled for construction in the Capital Improvements Program and/or Budget.

Protect, v. To maintain and preserve beneficial uses in their present condition as nearly as possible. (See *Enhance*)

Public Buildings and Grounds Structures or lands that are owned, leased, or operated by a government entity, such as civic and community centers, hospitals, libraries, police stations, fire stations, and government administration buildings.

Public and Quasi-Public Facilities (1) Institutional, academic, governmental and community service uses, either publicly owned or operated by nonprofit organizations; or (2) Facilities including transportation, sewer, solid waste, drainage, potable water, and parks and recreation systems or facilities.

Rare or Endangered Species A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Recreation The pursuit of leisure time activities occurring in an indoor or outdoor setting.

Recreation, Active A type of recreation or activity that requires the use of organized play areas including, but not limited to, softball, baseball, football and soccer fields, tennis and basketball courts and various forms of children's play equipment.

Recreation, Passive A type of recreation or activity that does not require the use of organized play areas, and which may function as a view shed, etc. (See *Open Space*)

Recycle The process of extraction and reuse of materials from waste products.

Redevelopment A process used in developed areas to rehabilitate and infill underused areas more efficiently and/or replace blighted areas by changing the types of uses, intensities or densities of the land uses, usually to achieve an economically higher and better use of the land.

Regional Pertaining to activities or economies at a scale greater than that of a single city, county, or combination thereof, and affecting a broad, related area.

Regional Park A park typically 150-500 acres in size focusing on activities and natural features not included in most other types of parks. Regional parks may offer a specific or unique scenic or recreational opportunity.

Regulation A rule or order prescribed for management of government.

Research and Development Use A use engaged in study, testing, design, analysis, and experimental development of products, processes, or services.

Residential Use Activities within land areas used predominantly for housing.

Residential, Single Family A single dwelling unit on a building site.

Ridgeline A line connecting the highest points along a ridge and separating drainage basins or small scale drainage systems from one another.

Right-of-Way Land in which the state, a county, or a municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use. A strip of land over which transportation and public use facilities are built, such as roadways, railroads, and utility lines.

Riparian Lands Lands comprised of vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near fresh water.

Risk The danger or degree of hazard or potential loss.

Runoff That portion of rain or snow that does not percolate into the ground and is instead discharged into streams.

Rural Urban Limit (RUL) The boundary line that defines the maximum extent of urban development for the city of Napa at the year 2020. Unincorporated County islands may continue to exist within the RUL , but it is City policy to support their annexation whenever possible.

Sanitary Sewer Facilities (Sewerage) The structure or systems designed for the collection, transmission, treatment, or disposal of sewage, and this includes trunk mains, interceptors, treatment plants and disposal systems.

Scale Generally refers to relative size or extent.

Scenic Highway Corridor The visible area outside a highway's right-of-way, generally described as "the view from the road."

Scenic Highway/Scenic Route A highway, road, drive, or street that, in addition to its transportation function, provides opportunities for the enjoyment of natural and manmade scenic resources and access or direct views to areas or scenes of exceptional beauty or historic or cultural interest.

Second Unit A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. Sometimes called a "Granny Flat."

Seiche An earthquake generated wave in an enclosed body of water such as a lake, reservoir, or bay.

Seismic Caused by or subject to earthquakes or earth vibrations.

Senior Housing See *Elderly Housing*.

Seniors Persons age 62 or older.

Setback The distance by which any use, building, or structure is required to be removed from a property line

contiguous to a public or private right-of-way (excluding alleys), except for such encroachments that are expressly permitted by the Municipal Code. *(See Yard).*

Shall (Will), v. A directive verb signifying the action is obligatory or necessary.

Shopping Center A group of commercial establishments, planned, developed, owned or managed as a unit, with off street parking provided on site.

Should, v. A directive verb signifying the action is to be carried out unless circumstances make it impossible.

Single Family Attached Dwellings A structure containing two or more single family dwelling units with both side walls (except end units of building) attached from ground to roof. This type of dwelling is sometimes referred to as a *duplex* when no more than two units are joined (See *Townhouses).*

Single Family Detached Dwelling A single family dwelling with open space on all sides.

Site Any tract, lot or parcel of land or combination of tracts, lots or parcels of land that are in one ownership, or are contiguous and in diverse ownership where development is to be performed as part of a unit, subdivision, or project.

Slope Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Soil The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

Solid Waste A general category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes and wood. Organic wastes and paper products comprise about 75 percent of the typical urban solid waste stream.

Specific Plan A legal tool for detailed design and implementation of a defined portion of the area covered by a general plan. A specific plan may include detailed regulations, conditions, programs and/or proposed legislation that may be necessary or convenient for the systematic implementation of a general plan element(s).

Sphere of Influence The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCo) of the county.

Standards (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The California Government Code (Section 65302) requires that general plans include the objectives, principles, *standards*, and proposals of the general plan. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions. For example, site design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio are common planning standards.

Stream Channel - The area continuously covered with flowing water (e.g., the Napa River). The width of the stream channel is the distance between the tops of the streambank. The location of each streambank top is determined by defining the exact location that is the division point between the relatively steep gradient of a channel side and the relatively flat gradient of the land surface adjacent to that channel side.

Street Functional Classification The assignment of streets into categories according to the character of service they provide in relation to the total street network. Basic functional categories include limited access facilities, arterial and collector streets, that may be subcategorized into principal, major or minor levels. Where appropriate, the levels may be further grouped into urban and rural categories.

Street Furniture Those features associated with a street that are intended to enhance its physical character and use by pedestrians, such as benches, trash receptacles, kiosks, lights, newspaper racks.

Streets, Local and Minor Local streets not shown on the Transportation Element Traffic Circulation Plan, whose primary intended purpose is to provide access to fronting properties.

Subdivision The division of a tract of land into defined lots, parcels, tracts, or other divisions of land as defined in applicable State statues and local land development regulations, which can be separately conveyed by sale or lease, and which can be altered or developed. "Subdivision" includes a condominium project as defined in Section 1350 of the California Civil Code.

Suburban Generally, development on the periphery of urban areas, which is predominantly residential in nature and has most urban services available. The intensity of suburban development is usually lower than in urban areas.

Surface Water Water that comes from lakes, reservoirs, and rivers, as opposed wells that draw water out of the ground.

Townhouses Two or more attached single family dwelling units within a structure having common side walls, front and rear yards, and individual entryways. (See Single Family Attached Dwellings)

Traffic Intensive Uses A land use that attracts or generates a relatively high level of traffic activity. A non exhaustive list of such uses would include drive through facilities, supermarkets, and most retail shopping centers. The ITE Trip Generation manual shall be the city's primary reference source for determining whether a particular proposed use is traffic intensive or not.

Traffic Calming A traffic management program usually designed to address safety and aesthetic issues related to automobile use in residential areas, and which reduces the operating speed of motor vehicles through landscaping, walkways, speed swales, roadway narrowing and/or increasing the width of bicycle lanes and sidewalks.

Transit The conveyance of persons or goods from one place to another by means of a local, public transportation system.

Transit, Public A system of regularly scheduled buses and/or trains available to the public on a fee per ride basis. Also called "Mass Transit."

Trees, Landmark Trees whose size, visual impact, or association with a historically significant structure or event have led the city to designate them as landmarks.

Trees, Street Trees strategically planted, usually in parkway strips, medians, or along streets, to enhance the visual quality of a street.

Trip Generation The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

Truck Route A path of circulation required for all vehicles exceeding set weight or axle limits. A truck route follows major arterials through commercial or industrial areas, avoiding residential areas.

Turbidity A measure of water agitation. The higher the turbidity of water, the more difficult it is to process for potable water purposes.

Urban Generally, an area having the characteristics of a city, with intensive development and a full or extensive range of public facilities and services.

Uniform Building Code (UBC) A national, standard building code that sets forth minimum standards for construction.

Use The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged as per the city's land development regulations and general plan.

Use Permit A permit issued by the Planning Commission authorizing the establishment of a conditional use.

Vacant Lands or buildings that are not actively used for any purpose.

Very Low Income Household (Family) A household with an annual income usually no greater than fifty percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

Viable Capable of surviving and/or growing; workable.

View Corridor The line of sight, identified as to height, width and distance, of an observer looking toward an object of significance to the community (e.g., ridgeline, river, historic building, etc.); the route that directs the viewers' attention.

Volume-to-Capacity Ratio A measure of the operating capacity of a roadway or intersection, in terms of the number of vehicles passing through, divided by the number of vehicles that theoretically could pass through when the roadway or intersection is operating at its designed capacity. Abbreviated as "$^{v}/_{c}$". At a $^{v}/_{c}$ ratio of 1.0, the roadway or intersection is operating at capacity. If the ratio is less than 1.0, the traffic facility has additional capacity. Although ratios slightly greater than 1.0 are possible, it is more likely that the peak hour will elongate into a "peak period." (See *Peak Hour* and *Level of Service*)

Warehousing Use A use engaged in storage, wholesale, and distribution of manufactured products, supplies, and equipment.

Watershed The total area above a given point on a watercourse that contributes water to its flow; the entire region drained by a waterway or watercourse that drains into a lake, or reservoir.

Wetlands Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water. Wetlands are statutorily defined in Presidential Executive Order 11990 as; *those areas that are inundated by surface or ground water with a frequency sufficient to support, and under normal circumstances does, or would support a prevalence of vegetative or aquatic life that requires saturated or seasonally saturated soil conditions for growth and reproduction. Wetlands generally include swamps, marshes, bogs, and similar areas such as sloughs, potholes, wet meadows, river overflows, mud flats and natural ponds.*

Wildlife Refuge An area maintained in a natural state for the preservation of both animal and plant life.

Williamson Act Known formally as the California Land Conservation Act of 1965, it was designed as an incentive to retain prime agricultural land and open space in agricultural use, thereby slowing its conversion to urban and suburban development. The program entails a ten year contract between the city and an owner of land whereby the land is taxed on the basis of its agricultural use rather than market value. The land becomes subject to certain enforceable restrictions, and certain conditions need to be met prior to approval of an agreement.

Yard An open space on a given lot established in relation to lot lines that adjoin other property and not a public or private right-of-way. *(See Setback.)*

Zone, Traffic In a mathematical traffic model the area to be studied is divided into zones, with each zone treated as producing and attracting trips. The production of trips by a zone is based on the number of trips to or from work or shopping, or other trips produced per dwelling unit.

Zoning In general, the demarcation of an area by ordinance (text and map) into zones and the establishment of regulations to govern the uses within those zones (commercial, industrial, residential, type of residential) and the location, bulk, height, shape, use, and coverage of structures within each zone.

Zoning Conformance The process by which zoning in areas is maintained or changed to carry out the specific intent of the land use plan categories as defined by the Land Use Element and adopted zoning conformance matrix illustrating where specific zoning classifications are allowed. State law requires that in general law cities all land development regulations must be in conformance with the specified and implied intent of the general plan.

Zoning, Inclusionary Regulations that increase housing choice by requiring construction of more diverse and economical housing to meet the needs of low income families. Such regulations often require a minimum percentage of housing for low and/or moderate income households in new housing developments.

Commonly Used Abbreviations

ABAG Association of Bay Area Governments

BAC Bay Area Council

BAAQMD Bay Area Air Quality Management District

BCDC Bay Conservation and Development Commission

CALTRANS California Department of Transportation

CDBG Community Development Block Grant

CDFG California Department of Fish and Game

CEQA California Environmental Quality Act

CHAS Comprehensive Housing Affordability Strategy
(federal requirement; replaced in 1995 by the Consolidated Plan)

CIP Capital Improvement Program

EIR Environmental Impact Report

EPA Environmental Protection Agency

HCD State Department of Housing and Community Development

HUD U.S. Department of Housing and Urban Development

LAFCo Local Agency Formation Commission

MTC Metropolitan Transportation Commission

OPR Governor's Office of Planning and Research

RUL Rural Urban Limit

RWQCB Regional Water Quality Control Board

USACE United States Army Corps of Engineers
(also referred to as "the Corps")

USFWS United States Fish and Wildlife Service

APPENDIX B

NEIGHBORHOOD TYPOLOGIES

Type A Post War Tract Subdivisions

These residential areas are primarily defined by the degree of uniformity in their platting patterns, street designs (which can be curvilinear or gridiron), building types and the relationship of home to lot (i.e. uniform setbacks from lot to lot). Often, these areas were platted and built by the same developer over a relatively short period of time. As a result, the area may be largely developed with single family detached homes on small, individual lots. Typical development in these areas is characterized by homes that occupy most of the lot's regulatory building envelope. Depending on the age and maintenance level of the area, additional factors such as site and street landscaping, the presence of sidewalks and other public improvements, and relationships to nearby public or private uses may modify the experience of the area. These additional factors are overshadowed however by the uniformity of the development pattern, which remains the defining characteristic.

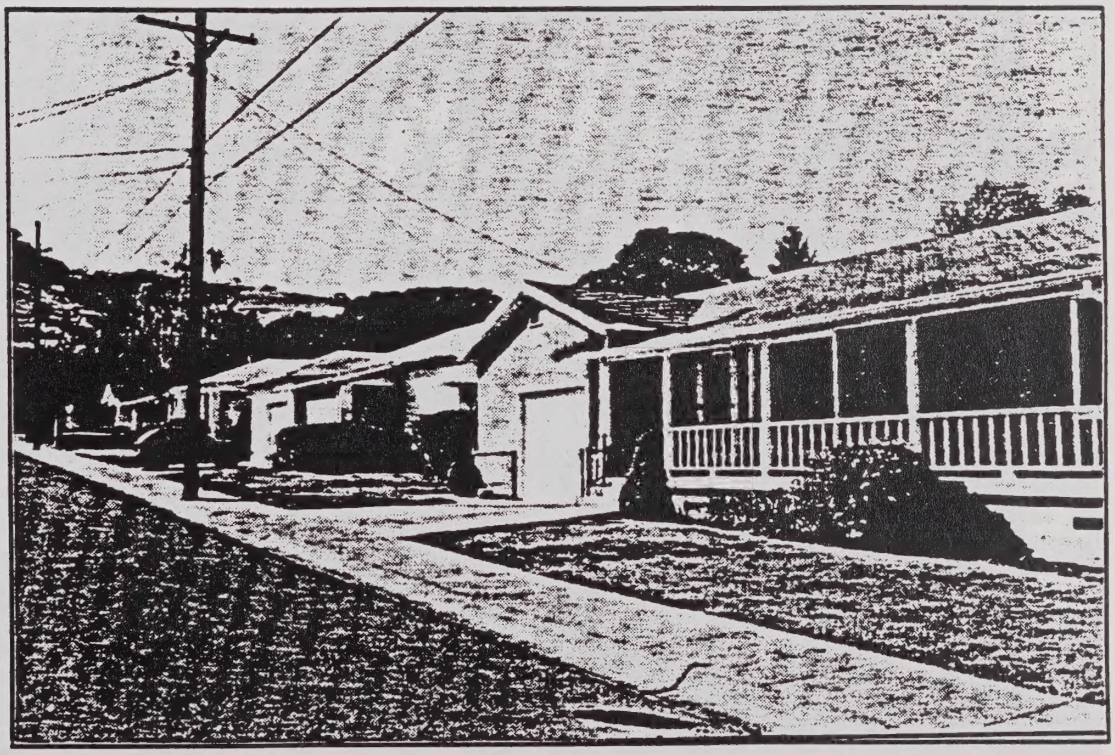


Photo Example of Type A: ***Laurel***

Type B Estate Residential

B

These areas may exhibit a platting pattern with large, regularly shaped lots similar to Type E areas. However, rather than being the result of multiple land partition actions over time, the pattern of these areas was generally established through subdivision of large tracts of vacant land. The irregular lot configurations and curvilinear street systems typical in these areas is a result of topography and other natural constraints. Because these areas were platted subject to urban regulations, the curvilinear streets are often built to urban standards. These areas have typically developed over time with custom homes that vary in lot placement, and structural and landscape design. Although served by a full range of urban infrastructure, these areas seldom include schools or parks and give the impression of self contained developments.

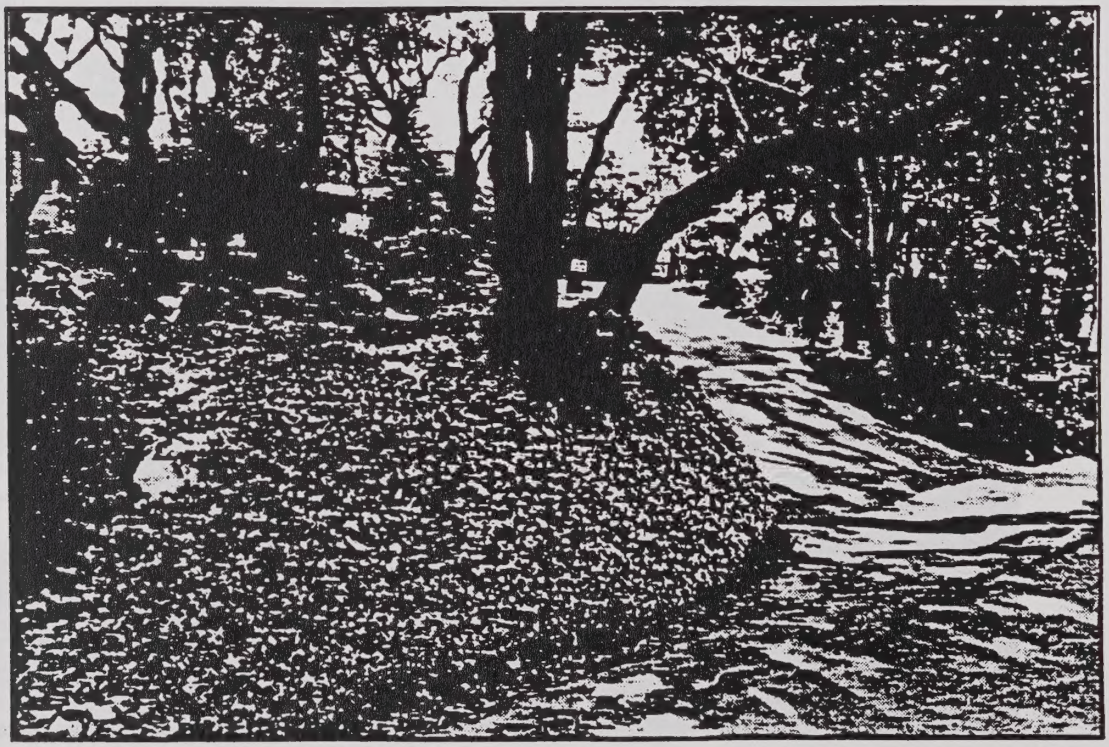


Photo Example of Type B: ***Montecito***

Type C Period Tract Subdivisions

These areas are often named for an original recorded subdivision that was platted and partially developed prior to enactment of zoning regulations. They exhibit homogenous platting patterns of lots up to one half acre in size along gridiron or curvilinear streets. These areas are typified by limited diversity of building types and maintenance levels. Since the homes were built at different times, they vary in size, design, and lot relationship. A limited mix of dwelling unit types may also be evident in such areas (e.g. duplexes or granny units along with single family detached homes). The presence (or absence) of streetscaping and other public improvements are therefore primary determinants of the character of the area.

Photo Example of Type C: ***Alta Heights***

Type D

Ranchettes

These areas were divided over time through multiple land partition actions. They include a large number of irregularly shaped and/or sized lots. Lot sizes typically range from one half to up to five acres in size. Some Type D areas with a long history of multiple partitions may have lots as small as 5,000 square feet, but these lots are the exception rather than the rule. Partially developed prior to annexation, these areas exhibit diversity in physical neighborhood character factors (e.g. homes of varying architectural style and period). Developed almost exclusively with one or more single family homes on individual lots, they are defined primarily through the placement of single dwelling units on acreage tracts, rather than by the street grid. Often these areas lack public improvements such as streetscaping and sidewalks that would otherwise serve as unifying elements. Like the Type E areas, public improvements such as schools, parks, and public facilities (e.g. sewer, water) are generally post development amenities built since annexation.

Photo Example of Type D: ***Terrace Shurtleff***

Type E Deep Lot Subdivision

Often platted and developed prior to annexation, these areas are characterized by large, regularly shaped lots that are most often developed with post 1950 homes. Lot width to depth ratios typically exceed 1:3 in these areas. The homes are located either clearly to the front or rear of a large, deep lot. Sometimes more than one single family home, duplexes, or triplexes have been built on individual lots. The development pattern in these areas generally include regular individual lot setbacks and house sizes. Street patterns are typically gridiron, but are often narrower than the typical urban cross section. Some may have been developed as "rural subdivisions" prior to annexation. These include urban style improvements such as curb and gutter streets or sidewalks. Other public improvements such as schools, parks, and public facilities (e.g. sewer, water) are often post development amenities built since annexation.

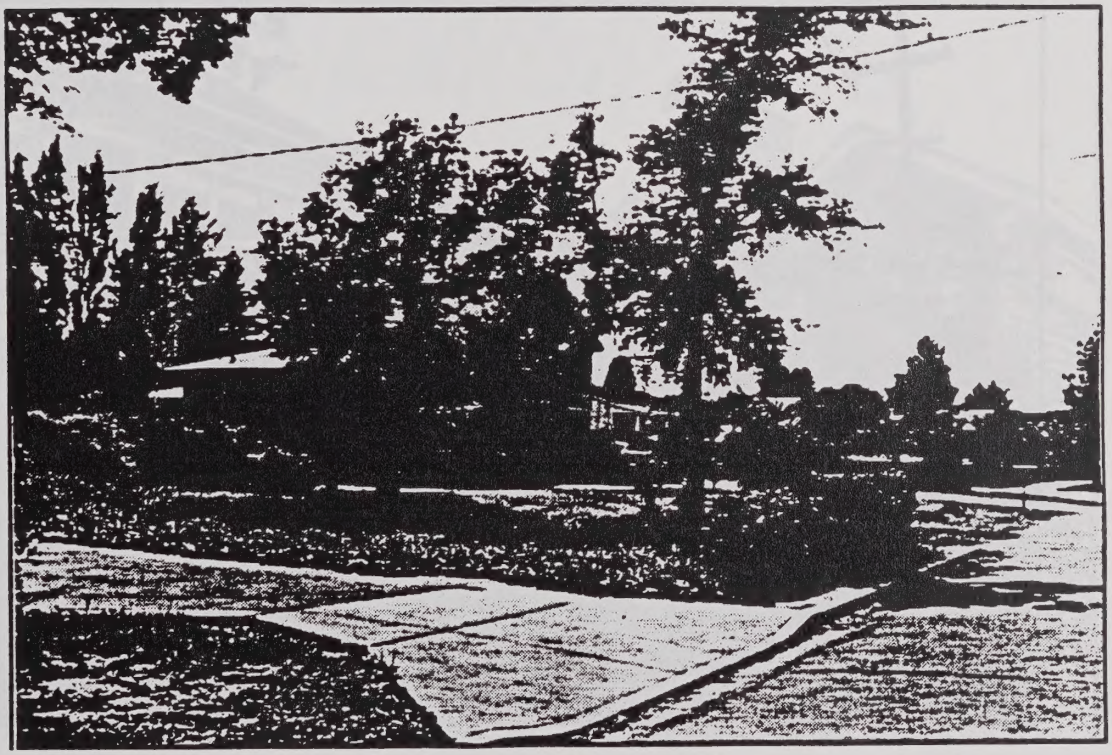


Photo Example of Type E: ***Pueblo***

Type F Traditional Neighborhoods

These areas are characterized by small lots laid out between a predominately gridiron street pattern. Radial streets and alleys may also be included in the street grid. These areas were typically platted before the 1930's. The identity of these areas is often defined by abundant "period" architecture, which may represent a majority of the area's total dwelling units. Large historic homes that have been converted to multi-family or commercial uses are common. Characterized by a mix of housing types, these areas also often have neighborhood commercial and office uses on their fringe. Small scale multi-family housing (e.g. duplexes and structures up to 10 units) may be located throughout the area as well. Relationships to schools, parks, and defining natural features also frequently act as a focus for neighborhood identity.

Photo Example of Type F: ***Behrens***

Type G Attached Unit Residential

These areas are sometimes referred to as multi-family neighborhoods. They are dominated by residential uses other than single family detached homes, which may however occur as isolated uses. Area identifiers are primarily attached unit residential structures that can vary in scale from concentrations of duplexes and triplexes through areas dominated by apartment and condo/townhome developments. Because of the scale and amenities of many attached unit projects, these areas often include extensive public and private improvements. Street patterns can be either gridiron or curvilinear and usually include streetscaping and sidewalks. Platting patterns and lot sizes are often irregular, reflecting multiple land partition and assembly actions over time. Unlike most other residential areas, commercial and public uses may be integrated with residential uses, rather than occurring solely on the fringe.

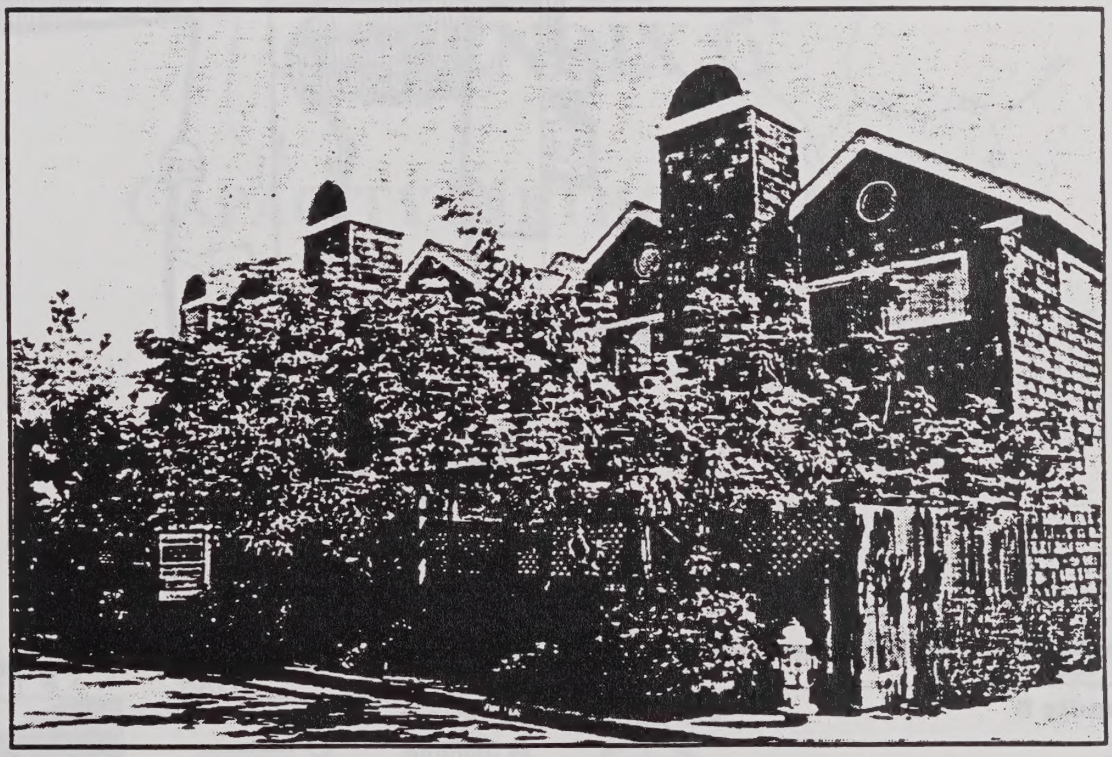
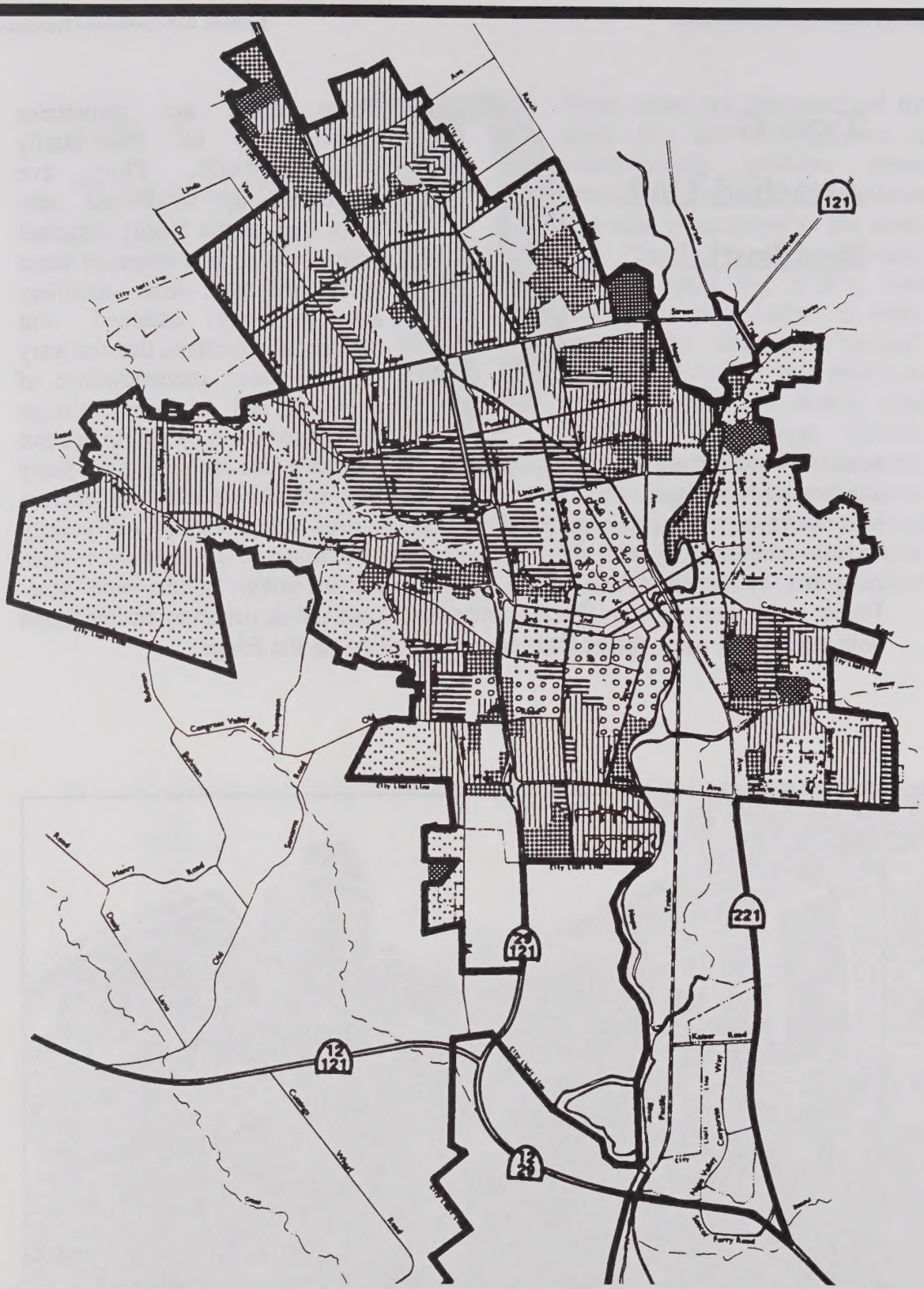


Photo Example of Type G: ***La Homa***



City of Napa General Plan | Typology.DS4 | 12/98

Appendix B

Residential Typologies

North

725' 1/2 Mile 1 Mile 3 Miles

0

Typologies:

A
B
C
D
E
F
G

Source: City of Napa Planning Department

While every effort has been made to insure the accuracy of the information shown on this page, the City of Napa assumes no responsibility for liability from any errors or omissions.

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APPENDIX C

CAPACITY METHODOLOGY

APPENDIX C

METHODOLOGY USED TO DETERMINE NEIGHBORHOOD TYPOLOGY AND HOLDING CAPACITY

This section describes the process that guided the development of the neighborhood typology system used to estimate residential capacity within the Rural Urban Limit (RUL

Defining Neighborhood Character

Physical characteristics were identified as the primary determinants of neighborhood character and future development potential. Streetscape, lot to building relationships, subdivision design, location of public uses, and natural / built environment relationships were selected as the key indicators of neighborhood character. The staff developed a *Neighborhood Character Profile* form based on these factors.

Neighborhood Typologies

Neighborhood analysis using the *Neighborhood Character Profile* information led to development of a series of seven neighborhood typologies (identified as types A through G). The neighborhood typologies included both descriptive profiles and capacity assumptions for "existing pattern" and "infill pattern" development scenarios. This neighborhood sensitive classification scheme created a rational basis for the analysis and ensured that physically similar areas would be treated equally.

Using this system, the type of neighborhood determines what development potential exists, if any.

Capacity Scenarios

Two alternatives should be included in the analysis of neighborhood capacity. Both represented maintenance of neighborhood character, but to varying degrees. The two patterns are summarized below:

- **Existing Pattern** - where existing neighborhood character remains intact and new development occurs in patterns nearly identical to surrounding lands.

- **Infill Pattern** - where small scale infill could be allowed, along with vacant land development at the same or slightly higher densities than surrounding lands, as long as the degree of infill would *not* alter the typology of the area.

Infill is a term with many meanings in land development. In some instances it refers to micro scale, individual lot development, often on underused parcels within developed areas. In others, it describes development of vacant parcels that are big enough for a *project* (generally two to four acres in size) in a developed area. In still other cases, developments that are large enough to significantly add to or alter the neighborhood's character are considered infill. Different types of infill are appropriate in different areas. Throughout this methodology infill pattern development is assumed to be indexed to the typology of the area in which it occurs.

Development Likelihood Factors

During the residential capacity analysis every parcel in the city's RUL was reviewed for residential potential. The vast majority of the over 20,000 parcels scanned did not meet the minimum criteria for further analysis.

Initially, total capacity calculations assumed that every property with capacity might actually be developed at some point in the future. In practice, property (for a variety of reasons) often does not develop to its maximum capacity. Accordingly, development likelihood factors were used to calibrate the analysis (Table I). These factors reduce the theoretical holding capacity to varying degrees based on the character of the area (i.e. typology).

Table 1 – Residential Development Likelihood Factors

	A TRACT		B ESTATE		C PERIOD		D RANCHETTE		E DEEP LOT		F TRADITN'L		G ATTACHED UNIT	
Pattern	Exist.	Infill	Exist.	Infill	Exist.	Infill	Exist	Infill	Exist.	Infill	Exist.	Infill	Exist.	Infill
Vacant	100	100	90%	60%	90%	70%	N/A	90%	90%	70%	85%	70%	90%	80%
Underused	35%	35%	30%	20%	40%	25%	N/A	90%	40%	20%	15%	10%	60%	50%

It is intuitively evident that different typologies will probably develop differently. Different classes of property may also vary. The different typologies were separated into vacant and underused categories in order to further refine the factors applied in the analysis. Overall, vacant land is much more likely to develop to its maximum capacity than partially developed land. The factors were tested against sample neighborhood data reflecting the area's development history over a six year period. Actual absorption in relation to the neighborhood type was assumed to be an indicator of the likelihood of development.

Capacity Assessment Criteria

Change scenarios result in an area transitioning to a different typology, and/or other modifications that create a substantially different experience of the area than what previously existed (e.g. teardowns, land assembly to achieve large parcels for development purposes in all but one typology).

Existing pattern scenarios maintain the dominant type pattern and density of the area, which remains identifiable as development continues.

Infill pattern scenarios do not significantly alter the overall typology of the area, although there may be substantial increases in the number of units developed in the area and intensification of the dominant type pattern (e.g. single lot micro infill, large lot cluster or tiered development). Because of existing higher land use intensities, attached unit areas may also assume teardowns and land assembly on parcels with less than five units as infill pattern scenarios.

Typical lot sizes are referenced throughout. This refers to the median lot size, based on a calculation of the area's platting pattern. In areas with many substandard lots, 5,000 square feet is the minimum lot size that can be considered typical, regardless of the calculated median.

Typology refers to the systematic classification of residential areas described in this report.

Vacant lots of record are defined as pieces of land that are or can be occupied by a permitted principal building(s) or structure(s), and that have access from either a dedicated public or private right of way. Such lots are presumed to have the capacity for at least one residential unit in all existing pattern and infill pattern scenarios - regardless of whether or not they meet the minimum size criteria for development prescribed by the typology.

Assumptions by Typology

Type A *(Post War Tract Subdivisions)*

Existing pattern = Development only occurs on vacant/underused lots that meet or exceed the typical lot size of the platted area at a rate of one dwelling unit per typical lot. Development of parcels exceeding the typical lot size criteria occurs in strict conformance with the surrounding net density and type pattern. Additional units on individual lots/parcels do not occur unless the parcel is twice or more the average lot size established by single family development within the type. Gross density on parcels over two acres in size is reduced to a net density by multiplying by a factor of 0.75 to account for streets, drainage, etc. Condominiums in the area are not included in the typical lot size calculation because of their unique platting and site design characteristics.

Type B *(Estate Residential)*

Existing pattern = Hillside and floodprone tracts are analyzed on a site specific basis (see description of empiric analysis below). *In all other cases,* development of estate parcels exceeding the typical (median) lot size established in the area occurs in conformance with the surrounding net density and type pattern (i.e. one unit for each full multiple of the typical lot size). Gross density on parcels over two acres in size is reduced to a net density by multiplying by a factor of 0.85 to account for streets, drainage, etc.

Infill pattern = Hillside and floodprone parcels are analyzed empirically (see below). *Infill pattern development of all other estate parcels* exceeding the typical lot size established by the type occurs in conformance with the smallest estate lot size occurring in the area (i.e. one unit for each full multiple of the smallest lot size), or 10,000 square feet, whichever is greater. Gross density on parcels over two acres in size is reduced to a net density by multiplying by a factor of 0.85 to account for streets, drainage, etc.

Type C *(Period Tract Subdivisions)*

Existing pattern = Development occurs only on lots that meet or exceed the typical single family lot size of the platted area. Development of parcels exceeding the typical lot size criteria occurs in conformance with the surrounding net density and type pattern (i.e. one unit per increment of typical lot size). Additional units on the same lot do not occur unless the parcel is twice or more the typical lot size established by the type. Gross density on parcels over two acres in size is reduced to a net density by multiplying by a factor of 0.75 to account for streets, drainage, etc.

Infill pattern = In predominately single family detached Type C areas, lots 1.5 times the typical lot size, or greater, are assumed to allow duplex or second unit development. Infill potential is a cumulative number that results from adding existing pattern to additional infill on lots greater than twice the typical lot size. A few Type C areas include concentrations of duplexes and triplexes. Infill capacity in these areas is estimated based on the average density of the area's lots having two or more units.

Type D *(Ranchettes)*

Existing pattern = Because of the irregularity of this type's pattern, a maximum of one dwelling unit per existing lot is assumed. As a result, only vacant parcels have limited residential potential.

Infill pattern = Adjacent typical lot size is used to identify the appropriate infill pattern. Gross density on parcels over two acres in size is reduced to a net density by multiplying by a factor of 0.85 to account for streets, drainage, etc.

Type E *(Deep Lot Subdivision)*

Existing pattern = Development only occurs on lots that meet or exceed the typical lot size and configuration of the platted area (i.e. lot size and street frontage remain constant). Development of parcels exceeding the typical lot size criteria occurs in conformance with the surrounding net density and type pattern. Additional units on the same lot do not occur unless the parcel is twice or more the typical lot size established by the type or the surrounding pattern includes a majority of multiple unit sites. Gross density on parcels over two acres in size is reduced to a net density by multiplying by a factor of 0.85 to account for streets, drainage, etc.

Infill pattern = Average homesite area or 5,000 square feet (whichever is greater) is substituted for typical lot size in calculating potential. In areas where lot sizes are relatively uniform, 50 percent of the typical lot size may be used to calculate homesite lot infill potential, or 5,000 square feet, whichever is greater. Individual lots are not assumed to be smaller than 5,000 square feet since that is the minimum single family lot size allowed by the city's zoning code. Additional units on the same lot or parcel splits can occur when standard street frontages can be maintained on the parent parcel and the parcel is twice or more the minimum homesite area size established by the type. Gross density on parcels over two acres in size is reduced to a net density by multiplying by a factor of 0.85 to account for streets, drainage, etc.

Type F *(Traditional Neighborhoods)*

Existing pattern = Because of the variation in building types, potential capacity is based on existing typical net housing unit density, as determined by development in the area. All vacant and underused parcels are assumed to have capacity potential. Gross density on parcels over two acres in size is reduced to a net density by multiplying by a factor of 0.7 to account for streets, parking, etc.

Infill pattern = Potential infill capacity is based on typical attached unit housing densities in the area applied to all vacant and underused lands. Gross density on parcels over two acres in size is reduced to a net density by multiplying by a factor of 0.7 to account for streets, parking, etc.

Type G *(Attached Unit Residential)*

Existing pattern = Potential capacity is based on average existing density as determined by attached unit projects in the area. All vacant and underused parcels are assumed to have capacity potential. Gross density on parcels over one acre in size is reduced to a net density by multiplying by a factor of 0.7 to account for streets, parking, etc.

Infill pattern = 18 units per gross acre is assumed on all vacant and underused land, unless existing pattern potential is calculated at 18 or more units per acre. When existing pattern potential is calculated at or greater than 18 units per acre, 25 units per acre is assumed for infill potential. Land assembly and teardowns may be assumed on parcels with less than five units. In areas where this type of infill is assumed, units removed are subtracted from infill potential to derive a net infill amount. Gross density on parcels over one acre in size is reduced to a net density by multiplying by a factor of 0.7 to account for required parking, streets, open space, drainage, etc.

General Assumptions in All Typologies

- Existing multifamily parcels with three or more units are deleted from calculations of additional capacity, unless the site is critically underused. Critically underused is defined as those multi family parcels where existing development to total potential exceeds a ratio of 1:3.

- Because of their unique self-contained development pattern, planned developments, condominiums, and mobile home parks are not described in this typology. These types of development exist in the city and are assumed to occur randomly, without reference to, or significant impact on, the development pattern described in each typology.

Capacity Assessments Based on Site Specific Analyses

Some areas of the city are affected by constraints that could not be analyzed using the neighborhood typology method alone. Generally these areas are those with environmental constraints such as hillside sites or parcels with frontage on the Napa River and its tributaries. Accordingly, these areas were identified and analyzed individually by the planning staff. Although a variety of factors affected the site specific analyses, the following general guidelines were applied in assessing existing pattern and infill pattern development potential:

Hillsides *(i.e. parcels with slopes in excess of 15%)*

Existing pattern = These sites occur most frequently in Estate Residential areas. Development occurs in accordance with the provisions of the city's hillside overlay district (Chapter 17.54, City Zoning Ordinance) on parcels exceeding 82,764 square feet. Vacant tracts under 82,764 square feet are assumed to develop at a rate of one dwelling unit per lot. Developed parcels under the minimum size are assumed to have no additional dwelling unit capacity. Parcel splits and subdivisions of acreage tracts are not assumed since a use permit (discretionary approval) is required.

Infill pattern = Hillside tracts are analyzed for additional unit potential on the basis of the degree of slope and slippage constraints, and are assumed to develop at or below surrounding densities. Depending on the size and variation of the site, different portions may be assessed as having no

through moderate infill potential. For parcels greater than 82,764 square feet, empirical measurements are made by transferring parcel information from assessment maps to aerial photos that included site contours. Following the guidance provided by the City Zoning Ordinance, portions of parcels with slopes of 0-15 percent are assessed using the standard infill pattern typology for the area or a minimum lot size of 43,560 square feet, whichever is less. Portions of parcels with slopes between 15 and 30 percent are assessed at an average yield of one unit per acre (with lot sizes compatible with surrounding developments). Portions of parcels with slopes in excess of 30 percent are assumed to have no development potential. An exception to the above slope indexed capacity assessment occurs on ridgeline properties. These sites are assumed to have a maximum potential of one dwelling unit per lot.

Floodprone Areas Along the Napa River

Existing pattern = Parcels affected by floodway and/or flood evacuation area (FEA) regulations are analyzed empirically. Floodplain parcels unaffected by the FEA are analyzed according to the existing pattern assumptions of the typology in which they occur. Parcels in the floodway are assumed to have no additional residential potential. Parcels in the FEA that are **not** also in the floodway are assumed to develop according to the existing pattern assumptions of the typology of their area up to a maximum of **four units per parcel**, whichever is less.

Infill pattern = Parcels affected by floodway and/or flood evacuation area (FEA) regulations are analyzed empirically. Floodplain parcels outside the floodway that are unaffected by the FEA are analyzed according to the infill pattern assumptions of the typology in which they occur. Developed parcels in the floodway are assessed for additional residential potential based on the infill pattern assumptions of the typology of the area. Any existing units are subtracted from the calculation of capacity (i.e. teardowns of existing structures are assumed). Because no structures displacing floodwaters exist on vacant lands, no potential is assumed. Parcels in the FEA that are **not** also in the floodway are assumed to develop according to the infill pattern assumptions of the typology of their area up to a maximum of **four units per parcel**, whichever is less.

Parcels Along Creeks

Existing pattern = Parcels that contain riparian areas are analyzed on a **net** parcel area basis according to the existing pattern assumptions of the typology in which they occur. Net area is determined by applying the standards for streamside buffers of Section 17.60.080 of the City Zoning Ordinance or Section 17.80.030 of the City Zoning Ordinance, whichever is applicable. In all cases, it is assumed that riparian areas will be retained (i.e. buffer areas identified through use of aerials may exceed the minimum streamside setbacks prescribed in the zoning code).

Infill pattern = Parcels that contain riparian areas are analyzed on a **net** parcel basis according to the infill pattern assumptions of the typology in which they occur. Net area is determined by applying the standards for streamside buffers of Section 17.60.080 of the City Zoning Ordinance or Section 17.80.030 of the City Zoning Ordinance, whichever is applicable. In all cases, it is assumed that riparian areas identified through use of aerials will be retained.

Capacity Assessment Based on City Council Action

Specific plans and zoning study areas approved by the City Council formed the basis for analysis of some portions of the city. It was assumed that special studies in these areas resulted in adoption of a refined zoning pattern sensitive to neighborhood character. Thus, the capacity assessment could use zoning as an indicator of acceptable future conditions.

With the exception of the Linda Vista specific plan area (where density ranges were adopted), a single capacity scenario was generated for each of the zoning study areas. When a larger study area included "map reference areas" (MRA), it was assumed the zoning pattern of the MRA determined its potential capacity. The remainder of the study area was analyzed using a standard Type A neighborhood methodology.

In the Linda Vista area the lowest permitted densities were assumed to reflect existing pattern conditions and the higher end of the density ranges were assumed to represent infill pattern conditions. Typical lot size was determined by dividing the high or low density range value into 1 acre, thus yielding average lots slightly larger than the minimum zoning lot. These assumptions resulted in only those lots over 17,500 square feet in RL 3/4.5 areas and those over 12,500 square feet in RL 4.5/6 areas being considered as available for infill development.

Assumptions in addition to prescribed minimum lot sizes were necessary in order to use zoning as a basis for analysis in the zoning study areas. The assumptions used in addition to zoning district standards included:

- Infill calculated for lots over 2.5 times the minimum zoning lot size (i.e. 2.5 times zoning lot area required for two or more units). Infill potential expressed in whole unit increments.

- Vacant lands assessed on the basis of potential if developed with minimum sized zoning lots. Usable area of vacant low density and medium density parcels over 2 acres in size determined by multiplying gross lot area by a factor of 0.85 and 0.75 respectively to account for platting, drainage, parking, etc. Usable area of vacant multiple unit (i.e. medium and high density) parcels over 1 acre in size determined by multiplying gross lot area by a factor of 0.7 to account for right of way platting, common areas, parking, etc.

- Undeveloped committed lands (i.e. those with subdivision and/or project approvals) assessed on the basis of the approved number of units, rather than the criteria of (2) above.

- Teardowns and land assembly to achieve full use of lots were assumed in high density areas. Net potential was derived by subtracting existing units (assumed as demolished) from the full potential calculation.

- Based on the county's policies restricting development within the RUL prior to annexation, potential of county parcels within the RUL (which are not zoned by the city) was calculated on the basis of the city's General Plan designation for the site. The midrange density of the plan designation was used to assess reserve development potential.

Areas That Create Their Own Identity

During the CAC subcommittee's deliberations it was observed that there may be areas of the city in which change is desirable. Because of the policy implications of intentional changes in land use, the subcommittee decided that developing such scenarios should be left to the entire CAC and later, the City Council. Accordingly, some areas that may have future residential potential were not included in the initial capacity analysis. The map at the end of appendix B shows the areas that were analyzed, as well as those that weren't. These, and other areas that could be considered for change, were discussed during development of the *Concept Report's* land use map. The following section describes characteristics of areas that were considered for change.

Vacant Lands Outside Compact Neighborhoods

These areas contain isolated, vacant tracts that are large enough (usually over two acres) to create residential neighborhood character when they are developed. Because of their size and relative isolation from definable neighborhoods, these areas may vary significantly in their development patterns. Environmental and public infrastructure site constraints will determine the area's development potential in most cases. When these areas can be divided to echo nearby patterns, the potential gross density is multiplied by 0.75 to factor out land required for street platting, etc.

Reuse Areas *(public or private redevelopment)*

These areas occur throughout the city where there are concentrations of poorly maintained and underused commercial, industrial, and residential structures. Change through development and renovation may be more desirable than maintenance.

Generally these areas are of significant size (e.g. equivalent to four or more city blocks), although selective redevelopment can occur in any of the typologies. Determining if redevelopment is appropriate for a specific area or site is dependent on a number of physical and social factors - including the relative age and maintenance level of buildings and infrastructure, housing program goals, and market conditions.

In some cases redevelopment will result in increases in overall density (and thus, capacity). In others the urban pattern may change as a result of the introduction of different residential types, but density will remain the same or decrease (i.e. changes in perceived not objective density). In still other areas, redevelopment may take the form of "gentrification", in which existing structures undergo complete structural renovation but there is no substantial change in housing capacity.

Nonresidential Areas With Potential Capacity *(Commercial and Industrial Lands)*

These areas occur throughout the city where there are concentrations of poorly maintained and underused commercial and industrial structures. Determining if redevelopment is appropriate for a specific area or site is dependent on a number of factors, including the relative age and maintenance level of buildings and infrastructure, housing program goals, and market conditions. Changes in city policy, market demand and over supply of commercial and industrial space may combine to make renovation or redevelopment of these areas for housing purposes attractive to private owners.

Parks, Schools, Churches, Public Utilities

Under used and/or surplus sites may be appropriate for renovation or redevelopment for housing purposes by either the public or private sectors. Generally such development will occur on scattered sites throughout existing residential areas. The residential potential of such sites is dependent on the type of neighborhood in which it occurs.

APPENDIX D

TRAIL ALIGNMENT RECOMMENDATIONS

1. NAPA RIVER TRAIL SOUTH: East bank

Objective: Connect the River Trail to the Bay Trail and south to the marshes.

Discussion: The River Trail runs south on the levee along the River in Kennedy Park. To continue south it must cross a creek to Syar Industries complex which occupies a wedge of land outside the City limits between Kennedy Golf Course and Napa Valley Corporate Park. At the south end of the Corporate Park is a utility corridor and a restored wetland area .This extends to the City limits which is adjacent to the Caltrans Highway 29 right-of-way and the Southern Crossing Bridge. An access road (Soscol Ferry Road) runs below the high span of bridge. The treatment plant of the Napa Sanitation District is on Soscol Ferry Road immediately to the south, an attractive bird watching area (access by permission).

Recommendation: A route south from Kennedy Park through Napa Corporate Park to the southern crossing underpass. The Bay Trail currently shown on Highway 12/29 and Soscol Avenue could be relocated to this route. The most difficult part of the connection is the through the Syar Industries parcel which is in existing heavy industrial use. This route also requires substantial bridge construction, and is outside the city limit. A short term expedient is an on-road detour around the Kennedy Park golf course to Kaiser Road. The more direct route from the south end of the park is desirable and should be pursued whenever an opportunity occurs.

Alignment:

1/1 from the River Trail in Kennedy Park the trail will join Streblow Drive within the park.

The Trail will follow Streblow Drive to Highway 121 (Soscol) to Kaiser Road.

1/2 from Kaiser Road the Trail is on or beside an existing paved access road to the Napa Pipe site. The road right-of-way continues past a barrier to rear access gates to Napa Pipe. The roadway is bordered on the east by a landscape berm planted with eucalyptus trees. Where the roadway ends the landscape berm continues alongside the Napa Pipe site. The Trail may be accommodated either on top of the berm, or between the berm and the yard fence, or both.

1/3 the Trail alignment turns west at the end at the southern boundary of the Napa Pipe site following a service access road under the utility towers. This area is within a landscape easement and north of a wetlands pond area. Turning south the Trail parallels the railroad tracks to connect with the access road under the Southern Crossing Bridge. It will require a bridge over the pond outlet channel alongside the railroad culvert.

2. NAPA RIVER TRAIL SOUTH: West bank

Objective: To connect the River Trail with trails proposed for Stanly Ranch, Bay Trail and the marshes to the south.

Discussion: The southern end of the River Trail terminates at the Horseshoe bend where wetlands are a priority to the State Department of Fish and Game. Currently, further to the south, development of the Stanly Ranch project is in the planning process. A Specific Plan is being prepared. It will include a trail through the Stanly Ranch from the staging area at the Highway 12/29 intersection to the marshes to the south which is a priority for the City. The presence of some wetlands, and Highway 29 are major barriers between the southern end of the River Trail and the Stanly Ranch.

Recommendation: Connect the River Trail to Stanly Ranch on-road in the short term. In the long-term, an off-road trail connection will require further study, discussion and negotiation as land use decisions are made on undeveloped parcels north of Highway 29 and west of the Napa River.
Connect the trail to the marshes to the south across the Stanly Ranch. This will be incorporated into the Stanly Ranch Specific Plan.

Alignment:
From the River Trail an on-road route west along Imola Avenue to Golden Gate Avenue south to the 12/29 intersection.

2
1

From the 12/29 intersection a tentative alignment through the Stanly Ranch is shown. Details of the final alignment and environmental consideration of the Trail in this area will be considered in the Stanly Ranch Specific Area Plan and EIR.

3. RIVER TRAIL NORTH ON SALVADOR CHANNEL TO ALSTON PARK

Objective: A connection between the River Trail and Alston Park by way of Salvador Channel

Discussion: Salvador Channel has continuity and good potential for trail development along most of its length from the Napa River west to its crossing under Highway 29. West of Highway 29 the creek is underground. A drainage easement between Solano Avenue and Las Flores Park is a potential trail opportunity.

Between Linda Vista Avenue and Dry Creek Road, the California Department of Fish and Game is restoring an area of riparian habitat as mitigation for the loss of the former creek habitat. Trail development may not occur within this easement. The north side of the easement is in the county lands beyond the RUL (Rural Urban Limit line).

Recommendation: From the River Trail at Trancas Street to Highway 29 the trail will follow the creek or drainage channel wherever possible. West of Highway 29 the Trail will continue on-road along Trower Avenue to Alston Park. A connecting trail to Las Flores Community Center will follow Solano Avenue north to the drainage easement running along the northern boundary of Justin-Siena High School.

Alignment:

From the Napa River Trail at Trancas Street to Big Ranch Road the creek lies outside the RUL. The trail will be on-road within the city boundary to the intersection of the creek with Big Ranch Road.

3/1

From Big Ranch Road to Garfield Park (end of Garfield Lane) the Channel is within the Big Ranch Road Planning Area. Specific alignment of the Trail in this segment will be included in the Specific Plan and the environmental impacts included in the Specific Plan EIR. The alignment is expected to be in the following locations:

- From Big Ranch Road the Trail will follow the north bank of the Channel. A detour around a parcel of existing development abutting the Channel may be necessary.
- The Trail will then cross to the south bank of the Channel or continue on the north bank across another undeveloped parcel crossing to the south bank on a new bridge further upstream.
- The Trail continues on the south bank of the Channel to the end of Garfield Lane. A detour away from the Channel may be required around buildings adjacent to the Channel.

3/2

At the end of Garfield Lane is Garfield Community Park which is a largely undeveloped area on the south side of the Channel with Little League ball fields on the north side.The Trail follows the south bank of the Channel through the undeveloped parcel of to Vintage High School.
The Trail then will run through the Vintage High School campus. It follows a pathway north of the school gymnasium turning north across an existing bridge to run along the east side of the Channel to the intersection of Trower and Jefferson Streets.

The Trail will cross both Jefferson Street and Trower Avenue at a 4-way stop intersection.

3/3

West from Jefferson Street to the end of Lassen Street (which dead-ends at the Channel) the Trail is proposed on the north side of the Channel. The land is currently in agricultural use. Houses back on to the Channel on its south side.
In the area of Lassen Street, the Trail will cross to the south side of the Channel on either a new or an existing bridge. The Trail will follow this side of the Channel to its' end at Byway East. In this section a well established path is developed and used by the abutting residences for service access to backyards. Residential and commercial development occupies the north bank.

An on-road connection south on Byway East to Trower Avenue will cross Highway 29 at a signaled crossing and continue along Trower Avenue to Alston Park.

CONNECTION TO LAS FLORES COMMUNITY PARK

From the intersection of Trower Avenue and Highway 29 an on-road link along Solano Avenue will connect to the Trail along the drainage easement on the northern boundary of Justin-Siena High School.

3/4

From Solano Avenue along the drainage easement which borders Justin-Siena High School the Trail crosses Maher Street to Las Flores Park and Community Center. Additional easement rights will be needed.

4. RIVER TRAIL EAST TO SKYLINE PARK

Objective: To connect the River Trail to Skyline Park and the Bay Area Ridge Trail within the park.

Discussion: Napa State Hospital lies between Kennedy Park and Skyline Park. Changes in use at the Napa State Hospital site may provide an opportunity to include a trail link between them.

Alignment:

From Kennedy Park to Soscol Avenue the Trail runs through the park skirting the restored wetlands area, and connects to Streblow Drive - see Section 1/1. It crosses Soscol Avenue at the traffic signal.

4/1

from Soscol Avenue to Skyline Park the Trail follows the southern and western boundary of the Napa State Hospital grounds to Skyline Park on its western boundary. An agreement with Skyline Park Association will be needed to gain access to the park and for the collection of user fees.

5. RIVER TRAIL TO WESTWOOD HILLS AND TIMBERHILL PARK

Objective: A trail from the Napa River Trail to Westwood Hills Park and Timberhill Park.

Discussion: A creek corridor trail along Napa Creek and its south fork Browns Valley Creek was a concept suggested by earlier plans. However, these creeks have limited potential for a trail within their corridors.(*see Creek Evaluation , Exhibit A.)* In the downtown area where the Napa Creek meets the Napa River, access to the creek is incorporated into the public spaces of the downtown area as part of the Napa Urban Waterfront Restoration Plan.
Upstream the next trail opportunity is the potential to follow Napa Creek from California Boulevard underneath the bridges carrying Highway 29 to First Street at Freeway Drive.

From Westwood Hills, trail opportunities lie in the county area outside the RUL. From Buhman Park to Timberhill Park, Browns Valley Creek follows Browns Valley Road and Partrick Road where it meets an unnamed tributary creek from Timberhill Park. This tributary runs through undeveloped land in agricultural use. Development of this area is expected. A trail to Timberhill Park from Partrick Road should be feasible following this creek.

Recommendation:

This link in the system has few opportunities for continuous off-road location and relies heavily on the road system to accommodate the trail. The recommendations include a Highway 29 undercrossing and a future link between Partrick Road and Timberhill Park.

Alignment:

From the River Trail, the Trail will follow Napa Creek through the downtown area. From downtown to California Boulevard the Trail will require an on-road connecting segment.

5/1

at California Boulevard a currently undeveloped parcel lies on the north side of Napa Creek. A trail following the top of bank of the creek is proposed. Other options include an approach along D Street Alley, or the currently well-used route across the middle of the site to the Highway 29 bridges. A pathway under the bridges is well established. The Trail then follows the creek under the three highway bridges which carry the two lanes and off-ramp of Highway 29. It continues within the Caltrans right-of-way meeting the existing designated bicycle trail at a hole in the fence at its terminus at the end of Coffield Drive.

From Freeway Drive to Westwood Hills Park an on-road connection along First Street and Browns Valley Road will be required.

From Westwood Hills Park to Timberhill Park an on-road connection will continue along Browns Valley Road and Partrick Road to an unnamed tributary of Browns Valley Creek.

5/2

from Partrick Road to Timberhill Park the area is currently open grazing land. The creek (unnamed), a tributary of Browns Valley Creek, is deeply cut and steep sided. The Trail therefore needs to be located outside the riparian zone in areas currently heavily grazed. A bridge crossing Browns Valley Creek at Partrick Road and another crossing the creek into Timberhill Park will be needed.

6. OTHER RIVER TRAIL CONNECTIONS

Soscol Avenue to River Trail on Tulocay Creek

Development along Tulocay Creek upstream of Soscol Avenue now restricts a creekside trail alignment. Downstream from Soscol Avenue the creek flows through a parcel owned by the Gasser Foundation. On the south side of the Creek the Napa South Marketplace commercial development is now underway. The City has accepted a trail easement over the parcel on the north bank. Undeveloped land, wetlands and the railroad lie between this and the Napa River. Ultimately the trail will connect to the River Trail.

Alignment:

6/1 Soscol Avenue to Napa River along Tulocay Creek. The Trail follows the north bank of Tulocay Creek.

7. CONNECTIONS TO SURROUNDING COUNTY AREAS

Discussion: Destinations in the surrounding county area include the city-owned watershed lands at Milliken and Hennessey Reservoirs east of the City. These areas offer open space with good recreational potential. These facilities are located in the hills where roads are typically narrow and winding which limits trail development. It is highly desirable to develop off-road or safe on-road trails to these watershed lands.

Other destinations in the county area surrounding the City include the scenic valley vineyards to the north and the Bay Marshes to the south.

As Napa County has no off-road trail system, access to the surrounding county areas is currently limited to roads.

Recommendation: Encourage and cooperate with the County in planning trails to connect significant recreation destinations. Encourage the county to sign, upgrade and improve designated roads for bicycle travel. Roads with the potential for trail locations extending outward from the city to the county scenic areas may include:

- Silverado Trail to the north
- Coombsville Road to the east
- Old Sonoma Road to the west
- Solano Avenue north to Yountville connecting to the Yountville Bike Trail system.

Within the City, the road connections to the surrounding county areas will appear as part of the City's Bicycle Transportation Plan.

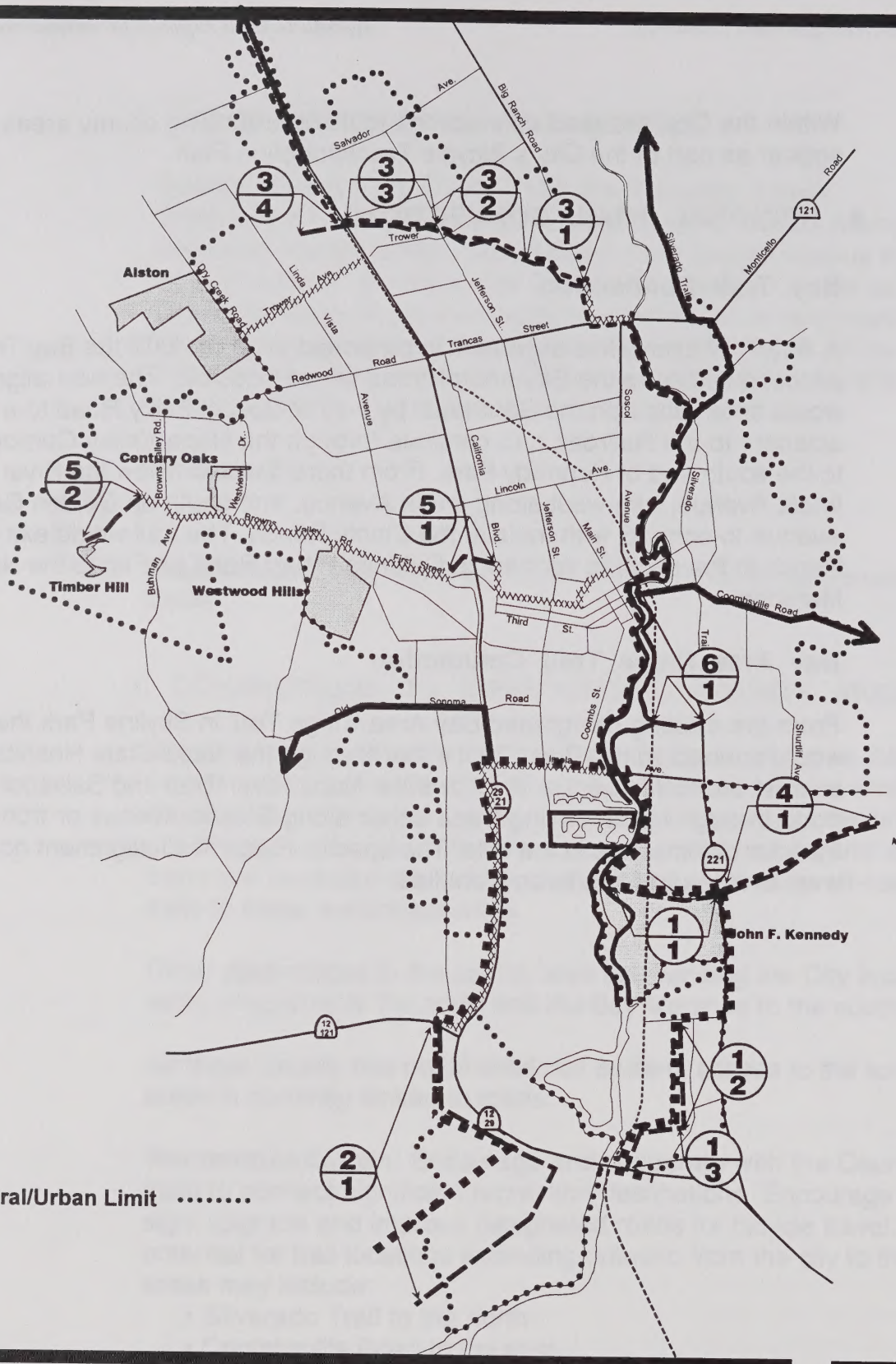
8. REGIONAL TRAIL CONNECTIONS

Bay Trail Connection

A Bay Trail alternative alignment is proposed to better fulfill the Bay Trail goal of a location close to the Bay and off-road where possible. The new alignment would enter Napa on the Southeast by way of Soscol Ferry Road to a location adjacent to the Railroad and continue through the Napa Valley Corporate Park to the south end of Kennedy Park. From there it would follow the River Trail to Imola Avenue, turn west along Imola Avenue, and south on Golden Gate Avenue to connect with trails at the Stanly Ranch. The trail would exit the Stanly Ranch to the south to connect to Cuttings Wharf Road and on to the Napa Marshes.

Bay Area Ridge Trail Connection

From the existing designated Bay Area Ridge Trail in Skyline Park the trail would connect to the River Trail either through the Napa State Hospital property or west on Imola Avenue. It follows the Napa River Trail and Salvador Channel north through Napa leaving Napa either along Solano Avenue or from Alston Park for destinations in the hills. The specific Ridge Trail alignment north and west of Napa has not been identified.



City of Napa General Plan AppendxD.DS4 12/98

Appendix D

Trail Alignment Plan with Sections

North

725' 1/2 Mile 1 Mile 3 Miles

0

Napa River Trail
City Wide Trails
On-road Connections
Roads to County Areas
Ridge Trail
Bay Trail
Rail Trail

envision NAPA 2020

APPENDIX E

POLICIES AND PROGRAMS RELATED TO AIR QUALITY

APPENDIX E
POLICIES AND PROGRAMS RELATED TO AIR QUALITY

This appendix is a compilation of policies and implementation programs located in various sections of the General Plan Policy Document that address air quality and the air quality implications of land use and transportation.

Chapter 1: Land Use

LU-4.2 The City shall allow for convenient supporting services and alternative residential types to meet special needs by permitting recreational uses, public and quasi-public uses, churches, day care and congregate living facilities, and single room occupancy units in residentially-designated areas, when they meet the standards for development that protect neighborhood character.

LU-4.3 The City shall encourage the development of housing for the elderly, disabled, and low-income households in every planning area with residential Pods, where the City determines the development is compatible with surrounding land uses and where site conditions and service capabilities permit. Sites considered especially appropriate for these uses are those accessible to transit, commercial, and medical services. Planned developments, condominiums, and mobile home parks are considered to have unique, self-contained development patterns that can be designed with little impact on the existing development pattern.

LU-5.2 The City shall restrict or impose conditions on significant traffic-generating land uses along crucial corridors. When feasible, the City shall seek to improve the appearance and internal integration of existing strip commercial areas by implementing the following:

a. When new development is proposed or when an opportunity arises due to use changes within an existing strip area, the City shall encourage shared parking and access (reducing curbcuts), shared design features, shared signing, consistent landscape treatments across frontages, and other integrating features.

b. The City shall not permit the development of new strip commercial areas lacking appropriate access control, or extensions of existing areas along arterials and collectors through development at the terminus of existing commercial strips.

c. To reduce the impacts of existing commercial uses on crucial corridors and other major streets, the City may not allow certain uses generating significant traffic.

LU-5.3 The City shall require major new commercial projects to be designed to support mass transit and alternative modes of transportation.

LU-5.7 The City shall encourage developers of larger commercial projects to provide for on-site mixed uses that would allow employees to make non-work-related trips (e.g., banking, lunch, dry cleaning, recreation, child care) without having to use their automobiles.

LU-5.8 The City shall encourage automobile-oriented uses to locate parking in areas less visible from the street (e.g., reverse frontage commercial centers).

LU-5.A The City shall prepare and adopt design guidelines to guide placement, scale, massing, and parking area design of new commercial developments; emphasizing reverse frontage designs, placement of buildings to define street edges and spaces, traffic circulation across property lines, mass transit access, and site design that produce a unified pedestrian environment.

LU-5.B The City shall develop standards for landscaped parking layouts, streetscaping, mass transit, unified signage, lighting, street furniture, buffering, delivery/ unloading areas, and other related features that will improve the appearance and function of commercial and office areas.

LU-5.C The City shall develop zoning incentives to promote development of higher density residential uses in and adjacent to existing commercial areas.

LU-7.3 The City shall encourage development of support services such as dining, recreation, and child care in the city's industrial categories to provide employee-related services near the workplace.

LU-7.4 The City shall ensure that industrial development is designed and operated to minimize noise, heat, glare, dust, unscreened storage yards, air emissions, hazardous materials generation, and other negative effects.

LU-8.1 The City shall promote efficient use of larger vacant parcels and vacant areas of the city by encouraging mixed use development.

LU-8.2 The City shall promote the renovations and reuse of existing buildings in the downtown and mixed use areas.

LU-11.12 The City shall improve visual, transit, and pedestrian linkages between downtown and existing tourist/visitor destinations such as the Wine Train, Napa Expo, the Factory Outlet Center and other future visitor-oriented development.

Chapter 3: Transportation

T-1.1. The City shall require all new development to mitigate traffic impacts in accordance with the circulation system classifications shown in Table 3-3 and reflected in the Future Circulation Improvements Diagram (Figure 3-2), with the following exceptions:

a. To encourage the use of alternatives to the personal automobile, all streets at the collector level and above are shown with five-foot bike lanes on each side. Except on designated bike routes, required bike lanes may be eliminated on a case-by-case basis, at the City's discretion. . . .

T-5.1 The City shall continue to support financially feasible transit services within the city with the objective of increasing the transit/automobile mode split to five percent transit by 2020.

T-5.2 The City shall continue to implement the VINE's combined geographic and frequency of service standards, as follows:

a. Bus routes should be located within ¼ mile of 85 percent of city residences, and within 1/8 mile of 90 percent of city activity centers.

b. 60 percent of bus routes should operate at half-hour intervals, with the remaining 40 percent operating at hourly intervals.

T-5.3 The City shall, when financially feasible, consider increasing the level of transit service (routes, frequency of service) as the demand for transit service grows.

T-5.4 Where opportunities arise, the City shall give high priority to coordinating Napa transit services with inter-city and regional services.

T-5.5 The City shall support reasonable consolidation of transit services to achieve efficiency and effectiveness throughout the valley and to improve commuter linkages to transit systems in adjoining counties.

T-5.6 The City shall, when feasible, use opportunities created by completion of discontinuous elements of the arterial/ collector system to eliminate long one-way loops at the outer ends of existing routes.

T-5.7 When new development occurs on any arterial or collector street with an existing or planned bus route, the City shall require the dedication and/or provision of bus turn-outs in appropriate locations.

T-5.8 The City shall continue to support adequate, efficient and convenient transfer and operational facilities in the downtown area, with supplemental facilities for transfers at key locations. The City shall continue to coordinate the route structure so that buses meet downtown for convenient transfers.

T-5.9 The City shall plan for terminal and operations facility expansion in updates to the *Short Range Transit Plan* and transit capital planning process.

T-5.10 The City shall explore the feasibility of developing a satellite transfer point and park-and-ride facility in conjunction with the Trancas/SR 29 Interchange project.

T-5.11 The City shall consider available sites downtown for possible use as a satellite or replacement terminal and/or operational facilities, and establish priorities for reserving these sites for such use in the future.

T-5.12 The City shall encourage developers to include public transit support and promotion of other alternatives to single occupancy vehicles (SOV) in commercial development projects. Support may include provision of discount bus passes to employees, bicycle facilities, transit information displays, and on-site transit facilities (turnouts or berthing space, shelters, and access).

T-5.13 The City shall consider some or all of the following programs, or other reasonable programs, encouraging alternatives to the private auto:

a. Allow a reduction in the number of required parking spaces in a development in exchange for a financial commitment to alternative commute modes.

b. Allow developers to contribute to the operating costs of new routes and/or increasing the frequency for buses serving their employees or customers in lieu of other transportation impact mitigation programs.

c. Encourage commercial developers with projects projected to employ 50 or more people to provide carpool parking spaces close to the building entrances.

T-5.14 The City may permit reductions in minimum parking requirements for new developments where transit is available.

T-5.15 The City shall define adequate access to a private commercial and/or industrial project to include egress through the property, pullout areas, handicapped accessible shelters and/or benches at passenger loading areas, signs, poles, and high grade pads for bus parking as necessary.

T-5.16 The City shall, where appropriate, establish cooperative agreements with developers to share the costs of providing access and to share liability responsibility for transit's presence on a property.

T-5.A The City shall develop standards for the location and construction of bus turnouts, based on existing and possible transit routes, bus design and operating characteristics, and other relevant criteria.

T-5.B The City shall develop zoning incentives for use during the review of development applications that encourage alternatives to the use of private autos.

T-6.1 The City shall promote the development of a comprehensive and safe system of recreational and commuter bicycle routes. To this end, the City shall continue to implement the bicycle network shown in Figure 3-4.

T-6.2 The City shall apply for funding to undertake bicycle network route improvements that include the following components:

a. Completion of through north/south and east/west routes

b. Completion of elements of the existing network

c. Connections to employment centers and shopping areas: downtown, corporate park, Trancas, State Hospital

d. Connections to larger schools (high schools, middle schools; Napa Valley College)

e. Connections to Napa to destinations outside Napa (e.g., "Up-valley," Vallejo, Sonoma Valley)

f. Easily and affordably implemented, building on the existing network

g. Off-road routes such as the River Trail; Wine-Train trail ("Rail Trail")

T-6.3 The City shall evaluate the feasibility of establishing two "bicycle boulevards" to provide priority travel for bicycles, establishing a north/south and east/west route through the city.

T-6.4 The City shall provide for safe bicycle lanes on new or reconstructed freeway crossings and bridges. The City shall also consider modifications to existing bridges and freeway crossings to improve bicycle safety.

T-6.5 The City shall consider the feasibility of constructing a bicycle/pedestrian bridge over Highway 29 at Pueblo Avenue.

T-6.6 The City shall consider innovative ways of encouraging bicycle use on a few key through streets that are normally too narrow (in part or in whole) to safely accommodate bicycles.

T-6.7 The City shall incorporate designs to support bicycle operating characteristics in intersections and traffic control systems.

T-6.8 The City shall provide for bicycle storage and access in future development.

T-6.9 The City shall promote bicycle access in the site planning and design of all residential subdivisions over 20 units, and of all commercial or industrial projects over 20,000 square feet.

T-6.10 The City shall encourage bicycling by providing information to the public and participating in regional bicycle planning efforts. To this end, the City shall support efforts by the County to prepare a regional bicycle plan and a regional bicycle route map.

T-6.11 The City shall maintain existing bicycle facilities and regularly review the status of the City's progress in improving bicycle facilities.

T-6.12 The City shall incorporate regional bicycle routes (such as the Bay Trail) into the City bicycle route system.

T-6.A The City shall investigate the feasibility and location of two "bicycle boulevards" in the City of Napa, to include a north/south and an east/west route.

T-6.B The City shall investigate innovative ways of encouraging bicycle use on a few key through streets which are normally too narrow (in part or in whole) to safely accommodate bicycles. Such innovations may include prohibiting parking during peak travel times and/or prohibiting parking on one side of a particularly important street and restriping the street for bicycle lanes. Candidate streets for this type of treatment include Lincoln Avenue and narrower portions of Jefferson Street and others deemed appropriate by the Public Works Director.

T-6.D The City shall, as funding permits, implement a demonstration project for intersection controls. Based on the results of the demonstration project, the City may prepare a recommendation for new intersection design and control standards which are "bicycle friendly."

T-6.E The City shall seek funding from ISTEA and other funding programs to retrofit intersections along designated bicycle routes to make them bicycle friendly.

T-6.F The City shall, as funding is available, prepare a bicycle route map to be made available to the public.

T-6.G The City shall continue to seek funding for development of a recreational trail system along the Napa River, Salvador Channel, and other trail segments included in the *Napa River* and *Citywide Trails Plans*.

T-7.1 The City shall continue to require that commercial and industrial projects requiring more than 10 parking spaces provide bicycle parking at the rate of 1 space per 10 parking spaces.

T-7.2 The City shall provide for bicycle support facilities, as appropriate, in existing and new development.

T-7.A The City shall review and update its standards for bicycle racks so that bicycle racks and/or lockers are provided for all new retail commercial, industrial uses and existing commercial and industrial uses and theaters.

T-7.B The City shall investigate requiring the provision of bicycle racks or lockers in all older commercial and industrial buildings, theaters, shopping centers or other similar uses over 5,000 square feet upon an application for any use permit where automobile parking is provided on-site.

T-7.C The City shall consider the feasibility of establishing the position of Bicycle Coordinator with primary responsibility for implementing the bicycle policies of this General Plan.

T-8.1 The City shall encourage and assist bicycle education programs for youth and adults.

T-8.2 The City shall, as funding and staff resources permit, work with the school district to encourage students to identify safe routes to school, such as a "Safe Way to School" program.

T-8.3 The City shall consider seeking changes in bicycle law enforcement procedures to allow bicycle enforcement to focus on improving bicycle safety. For example, bicycle violators could be required to take bicycle safety classes, and income from bicycle enforcement could be used to support bicycle safety programs.

T-8.A The City shall work with bicycle clubs and schools to establish regular bicycle safety classes and programs such as bike rodeos.

T-8.B The City shall review existing bicycle accident records and develop a focused enforcement program with a goal of reducing accidents by 10 percent.

T-9.1 The City shall require sidewalks along at least one side of all new local streets, and both sides of new and reconstructed arterial and collector streets.

T-9.2 The City shall require appropriate pedestrian access in all new developments.

T-9.3 The City shall develop a major public multi-use trail and amenities along the Napa River from Stanly Ranch to Trancas Street, and along Salvador Channel, while protecting the natural resources along the trail corridor. If feasible, establish a multi-use trail along the Wine Train Railroad right-of-way.

T-9.4 The City shall connect the city's major planned trails (as identified in Chapter 5, Parks and Recreation), to the proposed regional Ridge and Bay Trails, connecting all of these major pedestrian and bicycle routes to downtown.

T-9.5 The City shall maintain a pedestrian-oriented downtown area, with retail uses oriented to the sidewalk.

T-9.6 The City shall work with the Napa Valley Unified School District (NVUSD) and other agencies to actively promote pedestrian safety, particularly for school children and others with special pedestrian needs.

T-9.7 The City shall work with the NVUSD and local private schools to establish a "safe route to school" plan for elementary and high schools within the city.

T-9.8 The City shall, where deficiencies in school routes are identified, coordinate with NVUSD and property owners to develop cost effective pedestrian and bicycle access to school sites.

T-9.9 The City shall continue the sidewalk accessibility ramp program (in addition to improvements accomplished through individual project approval) in order to achieve consistent accessibility to and from the pedestrian environment at intersections.

T-9.10 The City shall promote the improvement of the pedestrian environment whenever feasible, particularly on high traffic volume streets.

T-9.A The City shall develop zoning standards and incentives to promote pedestrian access and amenities in development projects.

T-10.2 The City shall support the preservation of the California Northern Railroad (CNR) Jameson Canyon rail line as a functioning transportation corridor for movement of goods and, eventually, people.

T-10.3 The City shall, if rail lines are to be abandoned by private companies, consider public acquisition for rail or trail use.

T-10.4 The City shall consider possible future transportation uses of existing rail rights-of-way when reviewing or developing short-term recreational use plans that include portions of such rights-of-way.

T-10.6 The City shall encourage the continuation of private airport transit service.

Chapter 7: Natural Resources

NR-5.1 The City shall encourage the use of mass transit, bicycle facilities, and pedestrian walkways in order to decrease use of private vehicles and thereby reduce emissions from mobile sources.

NR-5.2 The City shall encourage land use patterns and management practices that conserve air and energy resources, such as mixed use development and provisions for local- serving commercial uses adjacent to neighborhoods.

NR-5.3 The City shall promote energy conservation/energy efficiency improvement programs, which reduce energy demand from power-generating facilities which contribute to background levels of regional air emissions.

NR-5.4 The City shall, during discretionary review, require that development proposals comply with federal and state air quality standards, or make findings that the project has overriding benefits to the community that outweigh nonattainment of the standards.

NR-5.5 The City shall, during early consultation with project proponents, encourage project design that minimizes direct and indirect air emissions. Projects should consider the following air quality concerns:

a. Land use and design measures to encourage alternatives to the automobile and to conserve energy;

b. Land use and design measures to minimize exposure of sensitive receptors to odors, toxics, and criteria pollutants; and

c. Applicable Bay Area Air Quality Management District rules, regulations, and permit requirements.

NR-5.6 The City shall continue and, where appropriate, expand the use of synchronized traffic signals on roadways susceptible to emissions improvement through approach control.

APPENDIX F

OPEN SPACE PROGRAM

APPENDIX F
OPEN SPACE ACTION PROGRAM

Open space is any land or water area, public or private, which is unimproved and open to the sky. Open space is not just unused space, but has important functions that include:

- The preservation of natural resources, habitat, rivers, streams, wetlands and watershed lands
- Areas that are used for production of agricultural products, and for environmental functions such as groundwater recharge, stormwater runoff filtration and flood capacity
- Areas for outdoor recreation including passive park facilities and trails, scenic highway corridors and areas of outstanding scenic, historic and cultural value
- Land that requires special standards to protect public health and safety due to seismic, flood, fire and other risks

The General Plan establishes land use designations to further the open space characteristics of certain lands. The PS-Public Serving designation applies to all public owned land, including all parks. The G-Greenbelt designation is applied to lands outside of the RUL that are intended to remain in agricultural or very low intensity uses. The RA-Resource Area designation is intended for sensitive lands inside the RUL that require special standards due to viewshed, resource, habitat, geotechnical or other considerations.

The General Plan is organized so that open space considerations are addressed under several elements, both in descriptive text and in policies and programs. This appendix is a compilation of the policies and programs for ease of reference and to provide clarity regarding their implications for open space. This appendix includes policies and programs from the Land Use, Parks and Recreation, Natural Resources and Health and Safety Elements of the General Plan. By carrying out these policies and programs, the City seeks to preserve and manage Napa's natural resources and open space lands, not only for the benefit of Napa residents, workers and visitors, but also for broader, long term economic, social and environmental purposes.

Pursuant to California Government Code Section 65564, "Every local open-space plan shall contain an action program consisting of specific programs which the legislative body intends to pursue in implementing its open-space plan". This appendix of consolidated policies and programs constitutes the City's Open Space Action Program.

Chapter 1: Land Use

The ***Public-Serving (PS)*** designation provides for public and quasi-public sites dedicated to community-serving purposes, such as government offices and related community service facilities, city-wide and community parkland, public schools of all levels and private schools with a significant enrollment, and public health facilities. Up to 0.40 FAR allowed.

The ***Resource Area (RA)*** designation is applied to sensitive lands inside the RUL that require special standards due to viewshed, resource, habitat, geotechnical or other considerations that further the conservation and resource protection goals of the General Plan. Limited, very low-density residential use (up to 1 home per exiting parcel) is permitted, with discretionary review of the site development details. Other low intensity uses, such as rural residential (to a maximum of 1 dwelling unit per 20 acres) or agriculture, may be considered at the discretion of the City on a case by case basis. All uses will be assessed to determine if they will impact or change the underlying character or feature that is intended for preservation by the RA designation.

The ***Greenbelt (G)*** designation is applied to lands outside of the RUL that bear a relationship to the City's planning policies. Greenbelt lands that surround the RUL are to remain in agricultural or very low density rural residential, public or institutional use. The plan seeks to maintain these areas by

providing adequate land and development potential within the RUL to accommodate anticipated growth to the year 2020.

These designations, and other open space uses, are implemented through City zoning regulations.

LU-10.2 The City shall continue to apply special development standards to proposed development within or adjacent to the following areas:

1. Riparian corridors and wetlands (including the Napa River);
2. Hillsides;
3. Critical wildlife habitat; and
4. Agricultural land outside the RUL

LU-10.3 The City may require the maintenance of wildlife corridors (*as described in Chapter 7, Natural Resources*) and discourage the fragmentation of large natural plant communities when environmentally-sensitive sites are developed.

LU-10.4 The City shall encourage planned unit and cluster forms of developments in environmentally-sensitive areas

LU-10.5 When proposed development within the density ranges prescribed by the underlying land use designation is inconsistent with conservation of critical environmental resources, the City Council may reduce the project size, scale, or density (to less than the minimum density) provided the City Council makes one or more of the following findings:

a. The site has specific physical constraints which may include but not be limited to geologic, flood, fire, or erosion hazards, that substantially limit design and development alternatives; or

b. The site has specific environmental or cultural resources which may include but not be limited to riparian or marshland/wetland areas, archaeological or other historical resources that would be adversely affected by a projected developed at the minimum densities prescribed by the General Plan; or

c. The site is adjacent to or close to (within ¼ mile) of important agricultural resources or other areas devoted to permanent agricultural activities which in the City Council's judgment are significant and would be adversely affected by a project developed at the minimum densities prescribed by the General Plan.

LU-10.6 The City shall develop programs which mitigate potential flooding impacts along the Napa River to allow for efficient use and rehabilitation/development of lands near the river. *(See "Flooding" section of Chapter 8, Health and Safety.)*

LU-10.A The City shall conduct a study of lands which may require special standards due to viewshed, resource, habitat, geotechnical or other considerations and apply the RA – Resource Area designation where appropriate.

LU-10.B The City shall review the Zoning Designation of "AR – Agricultural Residential District" (NMC§17.10) by renaming it "AR-Agricultural – Resource District" to more closely reflect the RA General Plan designation; and, by requiring a Conditional Use Permit for all uses (except one single family residence on a parcel), with a list of considerations that reflect the Resource, Conservation and Health and Safety purposes of the General Plan.

LU-10.C The City shall develop a program to mitigate tree removal impacts in viewshed areas to apply prior to, during, and after project development.

Chapter 5: Parks and Recreation

PR-1.1. The City shall provide 12 acres of active and passive parkland per 1,000 residents. This total figure includes citywide, community, neighborhood, and other special park sites and recreational amenities incorporated into the public parks and recreational open space system.

PR-1.2. Citywide parks, open space areas and trails shall include both active and passive recreational amenities of significance to the whole city. The target standard for provision of citywide parkland shall be 6 to 10 acres per 1,000 residents. The service area of citywide sites includes the entire city and citywide facilities may be located in any part of the city. Sites in this category will typically be in excess of 50 acres, although some are less than 50 acres. . . .

PR-1.4. The City shall provide at least one community park in each identified quadrant of the city. The target standard for provision of community parkland shall be between 1.2 and 1.5 acres per 1,000 residents. The service area for community parks is a 1 ½- to 2-mile radius catchment, although community park facilities will attract and serve residents throughout the city. Community parks shall generally be in excess of 15 acres but may range from 5 to 50 acres in extent.

The primary function of community parks is as a place where the residents of a number of contiguous neighborhoods can gather for recreational and social activities. Community parks should include community centers, provision for group activities, and provision for indoor and/or outdoor recreational and athletic activities including scheduled sports practices, games and events. Community parks may also include natural areas for passive recreation. Community parks shall include on-site parking areas (with the possible exception of Fuller Park) and restrooms.

PR-1.5. The City shall improve community park service in the area currently under-served east of the Napa River (Quadrant 4) by acquiring a new site, by expanding an existing park, or through a joint use agreement with the NVUSD.

PR-1.6. Because Fuller Community Park may not accommodate active use facilities, the City shall improve the provision of active recreation facilities in Quadrant 4 by acquiring a new park site, by expanding an existing park, or through a joint use agreement with the NVUSD.

PR-1.9. The City shall provide neighborhood parks throughout the residential areas of Napa. Neighborhood parks should function as informal general use play areas intended primarily to serve the immediate neighborhood. The service area of neighborhood parks shall include an area of a ½-mile radius, where there are no significant barriers to access. The target standard for provision of neighborhood parkland shall be between 1.2 and 1.5 acres per 1,000 residents. Neighborhood parks shall meet the following guidelines:

a. Neighborhood parks should be in excess of 5 acres but may range from 2 to 10 acres. (Some existing neighborhood park sites cover a smaller acreage). Neighborhood park service may also be provided by citywide or community parks, or located on schools or other property where appropriate joint-use agreements exist.

b. Whenever feasible, neighborhood parks should include a children's playground incorporating play structures for preschool age children, as well as play structures for school age children, unless such school age play structures are provided on school property in close proximity to the park area. Neighborhood parks should also include seating near to the play areas, a picnic area, and a small level grass play area for sports and games. Natural areas designated for passive recreation uses can be included.

c. Neighborhood parks may include active recreation facilities available for organized youth recreation activities. Sites should facilitate youth sports and limit impacts on any adjacent residential area; positive factors include: location adjacent to schools, off-street or ample on-street parking and/or large level acreage with minimal obstructions. Portable restrooms should be provided during the sports season. Appropriate neighborhood parks to facilitate youth sports will be designated on an annual basis only.

PR-1.10 The City shall improve neighborhood park service in areas currently under-served by acquiring a new site, or by expanding an existing park, or through a joint use agreement with the NVUSD. Primary areas which need improved service include:

a. Pueblo Planning Area (near Highway 29)
b. Central Napa Planning Area
c. Beard Planning Area
d. Westwood Planning Area

PR-1.15 The City shall respect and plan for the protection of distinctive natural and historical resources and sensitive habitats within the parks and open space system through the use of appropriate site planning, design, and management strategies.

PR-1.17. The City shall address parkland needs when areas are annexed to the city or converted from other land uses to primarily residential use.

PR-1.A The City shall prepare a new site master plan for Alston Park which addresses active recreation facilities needs and open space concerns, including development of a trail system and potential connections to regional trail networks.

PR-1.B The City shall continue to implement the site master plan for Kennedy Park (adopted 12/97) which addresses major active recreation facilities needs and river access.

PR-1.C The City shall prepare a master plan/resource management plan for Westwood Hills Park which addresses trail development and vegetation management.

PR-1.D The City shall prepare a master plan for Timberhill Park which addresses development of a trail system and possible connections to regional trail networks.

PR-1.E The City shall conduct a review of existing mini-parks to determine if any are surplus.

PR-1.F The City shall annually designate parks for organized youth recreation activities. To limit impacts on adjacent residential areas, the City shall consider the following criteria in its selection of parks:

a. Location (e.g., adjacent to schools);
b. Availability of off-street or ample on-street parking; and
c. The availability of large level acreage with minimal obstructions.

Portable restrooms shall be provided during the sports season at these parks.

PR-1.G The City shall review its park facilities to determine whether a separate "open space" designation is appropriate for certain parks in order to ensure that they will continue to provide opportunities for passive activities with little or no facility development.

PR-2.1 The City shall identify and utilize equitable and realistic methods of financing and/or implementing acquisition, improvement, operation and maintenance of public parks and recreation facilities, and related open spaces.

PR-2.2 The City shall acquire vacant school sites through the terms of the Naylor Act (or otherwise if appropriate) to provide park facilities in areas identified as deficient or areas where future parks may be required.

PR-2.3 The City shall maintain a capital improvements program for parks and recreation facilities and shall periodically revise the program to reflect improvements, funding availability and changing recreational needs.

PR-2.4 The City shall continue to collect development impact fees under the City's Park Dedication (Quimby) Ordinance. The City shall consider increasing the requirements for dedication or in-lieu fees under the Quimby Ordinance from three acres to five acres per 1,000 population.

PR-2.5 The City shall continue to divide the city into quadrants for purposes of fee collection. Fees shall be collected in the respective quadrants and are applied to neighborhood parks within the quadrant or to citywide and community parks.

PR-2.6 The City shall investigate the potential for establishing an impact fee for industrial and/or commercial development.

PR-2.7 The City shall investigate the use of Mello-Roos community facilities districts in new areas of the city to fund acquisition, development, operation, and maintenance of park facilities.

PR-2.8 The City shall solicit donations from private individuals, nonprofit organizations, and business interests to assist in the financing of parks and recreation facilities. Among the means to maintain or consider are the following:

a. The Foundation for Napa Recreation as a vehicle for the collection and administration of donations.

b. Direct citizen investment in park facilities through sponsorship programs such as "adopt-a-park" or "plant-a-tree."

c. A program for volunteer help in developing/maintaining park facilities.

PR-2.9 The City shall, where appropriate, operate recreation opportunities on a concession or land lease basis, with revenues to be used primarily for facility maintenance. The City shall periodically review any lease contracts and concessionaire agreements to ensure arrangements are performing at rates similar to current practice elsewhere.

PR-2.10 The City shall monitor federal, state, local, and nonprofit parks and recreation funding sources. The City shall continue to pursue appropriate grant funding.

PR-2.11 The City shall continue to use and consider new cost-effective means of operating and maintaining parks and recreation facilities such as shared financing with other public entities, use of energy efficient technology and water conservation, and by preparing a maintenance impact analysis for new facilities.

PR-2.12 The City shall use development agreements and/or special recreation fees (such as that used for the Linda Vista Community Center) to help finance facility improvements.

PR-2.13 The City shall consider the use of bond financing to assist in the implementation of the parks and recreation improvements program.

PR-2.14 The City shall consider the use of tax increment financing for park or civic space improvements within the redevelopment area. Where possible, the City shall tie civic space improvements to adjacent redevelopment projects.

PR-2.15 Where civic spaces are located so as to provide benefit to adjacent commercial properties, the City shall consider use of benefit assessments for their improvement and long-term maintenance.

PR-2.A The City shall review and revise the Capital Improvements Program to reflect park improvements, funding availability, and changing recreational needs.

PR-2.B The City shall investigate increasing the requirements for dedication or in-lieu fees under the Quimby Ordinance from three acres to five acres per 1,000 population. The City shall annually update the fee to reflect acquisition and improvement costs.

PR-2.C The City shall update Park Development Fees to reflect changes in costs of acquiring and improving parkland.

PR-2.D The City shall investigate, and if determined feasible, the City shall consider establishing a park and/or a recreation impact fee for industrial and commercial development.

PR-3.1 The City shall consider the Napa River and tributaries as a primary natural corridor that forms an organizing spine for the open space system within and extending beyond the City.

PR-3.2 The City shall evaluate the future recreation potential for Lake Hennessey and Milliken Reservoir and associated watershed lands, recognizing that protection of water supply is a primary concern.

PR-3.3 Where appropriate, the City shall locate new parks, trails, and overlooks adjacent to areas that are protected from development for reasons of resource protection, safety provision, or historic preservation, including areas along the Napa River and Salvador Channel, its tributaries, and on the hillsides, to provide contiguous open space areas, extend resource protection, and increase perceived or actual extent of publicly accessible area.

PR-3.4 The City shall establish with the County, State, or regional authorities, a collaborative long-term planning strategy regarding open space preservation and associated recreation opportunities.

PR-3.5 The City shall promote access to publicly-owned natural areas beyond the city, such as the Napa River marshlands, Skyline Park, and watershed areas where possible, via existing and proposed trail segments, to extend the passive open space recreational opportunities for Napa residents.

PR-3.6 Recognizing that the Napa Valley is internationally renown for its picturesque vineyards, the City shall promote public access (such as trail access) to areas outside the city with views of vineyards and other farmlands, where such access will not impact agricultural production.

PR-3.A The City shall work cooperatively with the County to investigate the potential for the establishment of a County Parks and Open Space District.

PR-5.1 The City shall provide for a trail system that provides connections with open space areas in and outside of the city. In the city, trails should connect Kennedy Park, Westwood Hills Park, Timberhill Park, and Alston Park with the Napa River Trail. Outside the city, trail destinations should include the Napa Marshes, Skyline Park, watershed areas, and views of vineyards and other agricultural lands.

PR-5.2 Trails shall be located off road, following creeks wherever possible. As trail opportunities are limited, on-road connections should also be included to link the off-road sections of the system. These connections should be included in the

Bicycle Facilities System. The trail system should consist of the following components. Alignment possibilities are included in Appendix D.

a. Napa River Trail south: east bank
b. River Trail south: west bank
c. River Trail north on Salvador Channel to Alston Park with connection to Las Flores Community Center
d. Napa River Trail east to Skyline Park
e. Napa River Trail to Westwood Hills and Timberhill city parks
f. Other creek connections to the Napa River trail
g. Connections to surrounding county areas

The Trails Plan is shown in Figure 5-4.

PR-5.15 The City shall identify and utilize equitable and realistic methods of financing and/or implementing acquisition, improvement and maintenance of trails.

PR-5.16 The City shall require new development to dedicate trail alignments and associated improvements as a condition of development approval.

PR-5.17 The City shall seek federal, state, and private funding for development of trails as part of mitigation efforts associated with roadway improvements.

PR-6.1 The City shall develop a major public multi-use trail and amenities along the Napa River from Stanly Ranch to Trancas Street and along the Salvador Channel, while protecting and enhancing the natural resources along the trail corridor.

PR-6.2 The Napa River Trail shall be developed according to design guidelines adopted by the City.

PR-6.3 Trail development shall be consistent with protection and enhancement of wildlife habitats along the River. The City shall identify potential areas for habitat preservation and enhancement along the river during the preparation of trail design and development plans. The City shall design and locate the multi-use trail to minimize impacts to sensitive habitats and resources wherever possible.

PR-6.4 The City shall link the Napa River Trail to other trails, parklands and community resources including downtown and river-oriented businesses.

PR-6.5 The City shall provide trail access points, staging and rest areas, and other amenities, such as boat launches and enhanced fishing areas. Facilities should be designed to meet accessibility standards whenever possible. Facilities should accommodate boat traffic, including some oriented toward commercial/tourist river boating, as well as recreational boating.

PR-6.6 The City shall establish a continuous trail corridor and sites for trail-related amenities. The City shall pursue various methods for acquiring a trail corridor, including coordinating with other public agencies and utility companies and negotiating with property owners for an easement or fee title for a trail corridor.

PR-6.10 The City shall establish financial strategies for acquiring and developing the Napa River Trail and facilities. These financial strategies may include the following:

a. Allocate funds for Napa River Trail when appropriate and necessary to use as leverage for additional funding.

b. Pursue various grant and funding programs from public and private sources.

c. Establish donation program through the Foundation for Napa Recreation.

d. Organize special fund

PR-6.11 The City shall prioritize and phase trail development, taking into account funding and acquisition opportunities.

PR-6.12 The City shall identify and pursue feasible demonstration projects.

Chapter 7: Natural Resources

NR-1.4 The City shall review all future waterway improvement projects (e.g., flood control, dredging, private development), as well as all projects that are within 100 feet of the waterway, to ensure that they protect and minimize effects on the riparian and aquatic habitats. The City shall also encourage native plantings along the river and creek banks to stabilize the banks, reduce sedimentation, reduce stormwater runoff volumes, and enhance aquatic habitats.

NR-1.6 The City shall require as a condition of approval that development provide protection for significant on-site natural habitat whenever possible.

NR-1.7 During development review, the City shall endeavor to identify and protect significant species and groves or clusters of trees on project sites.

NR-1.8 The City shall provide controlled access points in designated areas to prevent unrestricted public access to riparian habitat on public lands.

NR-1.A The City shall review and modify as necessary existing regulations for the conservation and management of marsh, wetland, riparian, wildlife and plant habitats to ensure consistency with the General Plan.

NR-1.B The City shall continue to rezone properties in marsh, wetland, oak woodland and riparian habitats to be subject to the provisions of the Conservation and Safety Regulations of the City's Zoning Ordinance.

NR-1.C The City shall develop guidelines and regulations to encourage new development to protect and enhance on site habitat and incorporate it into the project. The City will allow the creation of off-site habitat on public or private land as an alternative if it is demonstrated to be infeasible to incorporate significant habitat protection into plans.

NR-2.2 The City shall encourage the County to preserve unique and fragile biological environments on unincorporated lands outside the Rural Urban Limit.

Chapter 8: Health and Safety

HS-2.A The City shall prepare and adopt regulations for development on lands with the category ratings shown as "general" and "greatest" on Figure 8-4, Generalized Relative Landslide Susceptibility Map.

APPENDIX G

ACKNOWLEDGMENTS

APPENDIX G

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1871 View of Napa City
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